

The
STATE
SERVICES
of Connecticut


1946



Hallack



The State Services of Connecticut ★ 1946



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The
STATE
SERVICES
of Connecticut



WRITTEN BY GEORGE B. ARMSTEAD

DESIGNED BY ROBERT HALLOCK

*Published under the direction of the Committee on Public Information
and the House Committee on Publications of the General Assembly of*

THE STATE OF CONNECTICUT

1946



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FOREWORD

TO THE CITIZENS OF CONNECTICUT

WE, in the General Assembly, who have learned to appreciate the outstanding character and broad scope of the services rendered to you by the forward-looking and progressive Executive Branch of your State government, wish herewith to portray these to you more graphically than hitherto has been possible in the statistical reports published biennially by our authorization.

A book serving this purpose was recommended in 1944, to the Legislative Council by the House Committee on Public Information to complement and amplify its "Outline of Government in Connecticut" which has been so well received by the citizens.

Upon recommendation by the Legislative Council, the General Assembly in 1945, authorized its production by the Committee on Public Information. The details of the actual work were carried on by a sub-committee consisting of Hon. Charles McKew Parr of Chester, Chairman, Hon. Philip E. Curtiss of Norfolk and Hon. Thomas F. Rady, Jr., of Vernon.

The text was compiled and written by Mr. George B. Armstead of Wethersfield, former managing editor of the Hartford Courant. Mr. Robert Hallock of Westport was given responsibility for the design of the book and for its technical production, as well as for its illustration. Mr. Josef Scaylea of Glastonbury, recently of the Fifth Combat Camera Unit of the Army Air Forces in the South Pacific, assisted Mr. Hallock in photographing the activities herein depicted.

The Committee wishes to thank the numerous State employees,

who aware of how modern and advanced are so many of our Connecticut institutions, were themselves so helpful and cooperative in supplying the factual information contained in these pages.

We particularly wish to express our indebtedness to Mr. James B. Lowell, Commissioner of Finance and Control; to Mr. Robert H. Weir, Director of the Budget and to Mr. Sidney A. Edwards, Managing Director of the Development Commission, for their inspiration, untiring assistance and very substantial support in this project.

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*The
People*

Legislative

SENATE

LEGISLATIVE COUNCIL

AUDITORS OR PUBLIC ACCOUNTANTS

HOUSE

Executive

LIEUTENANT GOVERNOR

SECRETARY OF STATE

COMPTROLLER

GOVERNOR

TREASURER

ATTORNEY GENERAL

Judicial

SUPREME COURT OF ERRORS

SUPERIOR COURT

COMMON PLEAS COURT

JUVENILE COURTS

DANBURY TRAFFIC COURT

JUDICIAL COUNCIL

MUNICIPAL COURT ASSEMBLY

TRIAL JUSTICE ASSEMBLY

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Committee on Uniform Legislation
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Military Department
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Commission on Sculpture
Highway Department
Merritt Parkway Commission
Highway Safety Commission
State Traffic Commission

Israel Putnam Memorial Camp Ground Commission

INTRODUCTION

THE Connecticut Constitution divides the Government into three distinct branches: the Legislative, the Executive, and the Judicial. This book deals exclusively with the Executive branch.

The State's major executives: Governor, Lieutenant-Governor, Secretary of the State, Treasurer, Comptroller, and Attorney-General, are elected by the people. In earlier times the elected executives could administer the laws, personally; delegating to appointees minor powers only. But as the State grew, and particularly as the economy and the living conditions were altered by the coming of the industrial age, administrative tasks multiplied. Many new needs kept arising and always the problems of government became more and more complex. The people constantly required the State to supply additional forms of protection, new aids to business, agriculture, industry and education. Those living in cities, growing more crowded in spite of expansion, continuously asked for new social services. The half dozen elected executives, although delegating many powers to added subordinates, could not keep pace with the new demands and new institutions. The individual towns, through their representatives, pressed for State action. The towns themselves did not have the resources required. Furthermore, the problems which evolved and multiplied were statewide difficulties, making common action desirable.

Therefore the people's elected lawmakers, who are the General Assembly, began to establish additional agencies of the Executive branch of government. One by one, through the years, departments have been created to accomplish new purposes, until today there are

more than a hundred of them. In successive sessions of the General Assembly the scope and duties of many of these agencies have been broadened continuously. They have gone through many stages of development.

Some of these agencies, such as the University of Connecticut and the several huge State hospitals and sanatoria, are conducted by boards of trustees. Other departments are administered by commissions which assemble regularly to determine policy and watch over the day to day conduct of their particular agencies. The State Board of Education is composed of such commissioners. Certain departments are managed by a single executive. The Commissioner of Finance and Control, the Commissioner of Agriculture, and the Highway Commissioner exemplify this form of one-man administration.

The object of this volume is to spread before the citizen, in concise reports, the immense undertakings and wide variety of services handled by the Executive agencies of the State government. Few persons realize how vast are the activities the State has undertaken in response to the demands of each succeeding generation of voters. This cumulative work has a multitude of ramifications which have become so much a part of Connecticut living that they pass, in general, without popular notice.

The State owns and operates hospitals caring for approximately 13,000 citizens who are seriously ill. It is doubling the size of the Veterans' Hospital at Rocky Hill. The Connecticut Public Welfare Department expends more than ten and a half million dollars annually to alleviate economic distress. Its expenditures provide financial relief, and complete medical care, for more than 19,000 unfortunate adults and approximately 5,500 underprivileged children. As we ride over the carefully engineered State highways and bridges, built and maintained by the State, how many appreciate that these have cost in excess of \$406,000,000? And the Highway Department did not come into being until 1895.

The State watches over the food its people eat; the beverages they drink. It polices the public utilities and common carriers as well

as the banks and insurance companies to which citizens entrust their savings. Connecticut's administrative departments have built, and now maintain, colleges, vocational-technical schools, and a university. Through these educational institutions thousands of young people have been given training. The Health Department, coordinating its work with several other State agencies, carries forward a prodigious program for improvement of sanitary conditions and for fighting disease. Many of these services pass unnoticed by the average citizen unless or until one of them comes to his attention in a moment of personal need. Most Connecticut people appreciate Hammonasset Beach. But there are fifty-three other State parks, many exceedingly beautiful; and twenty-five State forests, covering 116,000 acres. The combined valuation of these properties is approximately \$6,000,000. Among other things, these lands represent a State investment in preventive medicine for the body politic.

Connecticut was the first state to set up an executive agency to promote agriculture by scientific experimentation and research. The Connecticut Experimental Stations have revolutionized agriculture, making several discoveries now used throughout the nation and in many foreign lands.

Few citizens appreciate that the Executive branch of the State government conducts a veritable network of scientific research which continuously produces valuable results. In State employ are hundreds of skilled professional investigators. These are the engineers of highways and bridges, the chemists, bacteriologists, agronomists, experts in animal husbandry, foresters, psychologists and psychiatrists, doctors of medicine, specialists in tuberculosis, entomologists, and men following several other research avenues. Study of the social sciences, penology, and government are included.

By far the most striking revelation which comes from a survey of the administrative departments is the truth that, generally speaking, the State government is moving forward in pathways marked out by a system of intelligent inquiry. The State knows what it costs to spend each dollar of its income from taxes. It knows the quality

of the goods it buys. Its institutions, conducted by specialists in hospitalization, win the coveted approval of the national medical societies set up to judge the best standards in modern medical practice.

In general the State makes use of the one possible instrument for the improvement of government: the habit of scientific inquiry as the basis for action.

One other observation is equally inescapable. It is an appreciation of the high quality and professional skill of the leading executives in the State departments, institutions and agencies. One thinks of the doctors, the educators, the business men, the superintendents of institutions, the engineers, the managers of the large farms operated by the State, the research scientists, as well as many others. The explanation seems to be that men and women of character, a high sense of responsibility, and much idealism, are attracted by the opportunities for service which open before them in State employ. So long as the State keeps its standards high this condition seems likely to continue, in spite of the fact that the financial remuneration offered may be below what reasonably might be considered attainable were these executives engaged in private enterprise.

In the compilation of the material for this book the writer has had the extremely generous aid of the Director of the Budget and all members of his staff. This assistance, involving much time and painstaking work, is herewith gratefully acknowledged. Gratitude is also felt for the courteous and generous cooperation of agency executives and their staff assistants.



GENERAL
GOVERNMENT

GENERAL GOVERNMENT

Biennial Appropriations and Authorized Estimated Requirements of Funds

	1937-1939	1941-1943	1945-1947
Governor's Office	\$ 94,700	\$ 89,208	\$ 116,325
Secretary of the State	149,174	176,520	245,560
State Comptroller	745,078	649,850	3,131,963*
State Treasurer	134,898	138,059	170,160
Attorney General	170,760	185,260	166,320
Dept. of Finance and Control	371,200	401,610	627,030
Finance Advisory Committee	—	—	3,600
Advisory Personnel Committee	—	1,000	1,000
Tax Department	542,997	580,524	662,694
Statute Revision Commissioner	36,360	28,140	143,100**
Investment Committee	1,537	2,000	2,000
Commission on Uniform Legislation	2,000	1,600	2,000
Veterans' Reemployment and Advisory Commission	—	—	61,720
Inter-Racial Commission	—	—	23,623
State Housing Authority	—	—	4,057,028#
Commission on Intergovernmental Cooperation	16	4,700	36,480

* Includes \$2,245,650 which would have been handled previously by the Department of Public Works.

** Includes \$100,000 appropriation for complete statute revision.

Includes \$4,000,000 appropriation for emergency veterans' housing.

Governor

THE Governor is the chief executive official of the State. He is commander-in-chief (Captain-General) of the State Militia and is ex officio chairman of many State boards. As chief executive the Governor heads up a vast and complicated business which has grown tremendously in importance since colonial days. The Governor is no longer a part-time official. Instead his duties now demand the expenditure of considerable energy over a period of many hours each day. The Governor is head of a business which has an inventory of real and personal property exceeding ninety-five million dollars; which owns and operates fifty-four State parks and twenty-five State forests with a total of 132 thousand acres; which maintains and re-constructs 2,900 miles of State highways; which collects approximately one hundred million dollars annually in the form of taxes, licenses, Federal grants and miscellaneous items, and which expends these sums for the welfare of the citizens of Connecticut.

This business is operated from a General Fund, a highway fund and more than one hundred special funds which are restricted for various purposes. The government of the State of Connecticut consists of more than one hundred departments, commissions and institutions with more than twelve thousand salaried employees.

The Governor is elected for a two-year term of office at biennial elections held on the Tuesday after the first Monday in November of the even numbered years. The Constitution requires the Governor to "take care that the laws are faithfully executed."

With few exceptions the Governor appoints the members of the various State boards and also appoints notaries public, commissioners of deeds, harbor masters and others. He issues and accepts requisitions for the extradition of fugitives to and from Connecticut. He administers oaths, signs writs and issues proclamations. He is required to sign many thousands of documents and letters in the course of the year.

The Governor has been honored by statute with the title of "His

Excellency.” During the Colonial period the Governor’s main function was to preside over a group of magistrates who served as his council and also as the upper house of a General Assembly, or General Court, in which was vested “The supreme power of the commonwealth.” Many of the Governor’s appointments require the approval of the Senate, others of both branches of the General Assembly. He may fill vacancies during the recess of the General Assembly. The Governor’s veto may be over-ruled by a majority of both houses of the General Assembly. In every biennial session of the Legislature he presents his recommendations for a program, gives information on the state of the government, and recommends measures he considers expedient. He may call special sessions of the General Assembly. He is required to prepare and present a budget for the operation of the State’s government for approval of the General Assembly each two years. The Governor is responsible to the people for the conduct of the State government and is liable to impeachment and removal from office. He may demand reports from the heads of all departments, institutions or commissions.

The Governor’s Executive Secretary is generally responsible for the work of the executive office and handles many items of routine, including the keeping of a daily journal or record of transactions. There are seven persons employed in the Governor’s office. Among these are the Executive Secretary and Personal Secretary who are appointed. The permanent staff of five persons consists of an administrative assistant, a special assistant, an executive clerk, a clerk and a stenographer. The cost of operating the executive office for the fiscal year ended June 30, 1945 was \$51,755.

A Governor’s residence owned and operated by the State is now maintained in the city of Hartford. This has been established following the precedence set by many other states and provides suitable quarters for each Governor as well as adequate facilities for the entertainment of distinguished guests.

Lieutenant Governor

IN the event of the death, resignation, incapacity, or absence of the Governor, all his duties are performed by the Lieutenant Governor. The Constitution of the State also provides that the Lieutenant Governor shall be president of the Senate, where, in case of a tie, he can cast the deciding vote. The Lieutenant Governor is elected biennially and is primarily a legislative officer. An office is provided in the State Capitol for him but the nature of his duties are such that an office staff is not required. In fact, the expenses attendant upon this office are of such a minor nature that they are included with the cost of operations of the Governor's office. The Lieutenant Governor's knowledge of parliamentary rules of order must be sufficiently extensive to permit him to preside over the Senate throughout the legislative session.

Secretary of the State

THE Secretary of the State is a constitutional officer elected for a two-year term in the same manner as the Governor is elected. He must take the oath of office and may be removed only by impeachment. He is directed to appoint a Deputy. His constitutional and statutory powers and duties are manifold.

The Constitution provides that the Secretary shall have the safe-keeping and custody of the public records and documents and particularly of the acts, resolutions, and orders of the General Assembly; and shall record the same. He shall be the Keeper of the Seal of the State. Under statute law he is custodian of all surety bonds issued to guarantee faithful performance by persons in positions of trust in the State. He prepares the State Register and Manual, a Statement of Vote, a Manual and Roll of the Legislature, a compilation of the Corporation Laws, the Election Laws, and the Trademark Laws; he publishes and distributes the Special Acts after each session of the Legislature.

The Secretary prepares ballots and election materials for every town clerk in the State, receives evidence of the appointment of the treasurer or political agent of a political committee, and receives election reports and preserves them for fifteen months after an election subject to inspection by the public.

All certificates of the organization of corporations, and amendments to them, must be filed in the office of the Secretary. Annual reports must be filed with him by each corporation. Likewise, co-operative marketing corporations, ecclesiastical or religious societies, and corporations without capital stock must file certificate of their organization. The fees for recording and filing certificates of various sorts for corporations as required by law amounted to \$221,566.

The Secretary convenes the State Senate and presides until it has organized. He registers those who lobby in the Legislature and files their reports of receipts and expenses at the end of the legislative sessions.

The Secretary attests all commissions issued to officers of the State as well as commissions of more than ten thousand notaries public. He authenticates and certifies annually to thousands of documents filed in his office.

In short, the duties of the Secretary assume such a multiplicity of forms that references to the office are found in hundreds of our statutes and their enumeration covers four pages in the Report of the Connecticut Commission Concerning the Reorganization of the State Departments, of 1937.

In the year 1944-45, the expenditures of the office of the Secretary of the State amounted to \$87,470, of which \$62,000 was for salaries and \$14,500 for the printing of ballots. There were receipts for miscellaneous services of approximately \$4,000.

State Comptroller

THE Comptroller keeps the accounts of the State, draws orders on the Treasurer for the payment of bills, and makes an annual report to the Governor on the State's financial condition.

There have been Comptrollers of the public accounts in Connecticut since 1786. The office was created in that year by the General Assembly by whom the appointments were made until 1838. By Constitutional Amendment of 1836 Comptrollers were elected annually by the people and a later amendment changed the term of office from one to two years. The Comptroller is prohibited by Constitution from being a member of the General Assembly. Like other executive and judicial officers he is removable only by impeachment. The first Comptrollers succeeded to the duties of a Committee of the Pay-Table, a body instituted to settle accounts of the State growing out of the Revolutionary War. One of the first reports coming out of this office was prepared in the year 1788 and shows that during that year slightly more than \$6,000 was expended. Throughout the years the office has grown to handle the increased State business until there are at this time approximately 275 employees under the Comptroller's direction.

About 1886 the long title of "Comptroller of Public Accounts", which had appeared on all records since the creation of the office, was shortened and thereafter all reports were those of the "Comptroller". This form of title is used at the present time.

Among the many duties under the direction of the Comptroller are the drawing of all orders and drafts on the State Treasurer in payment of all bills and for the salaries of all State employees; supervising the printing and circulating of all public documents; prescribing methods of bookkeeping and accounting; keeping records of all income and expenditures by departments; maintaining the voluminous records of the State Retirement system; and supplying departments and institutions with accounting and bookkeeping forms and supplies. In addition to these duties the Comptroller is charged

with the maintenance of the Capitol and State office buildings and the purchase of a large portion of the furniture and office equipment and the assignment of office space. A large part of the State's fire and other insurance and the bonding of State officials and employees are supervised by the Comptroller.

After the discontinuance of the State Department of Public Works all matters pertaining to planning and construction relating to State properties were placed under the direction of the Comptroller by an act of the General Assembly. It has been the practice to carry out these duties under the direction of a Deputy Comptroller. The Deputy Comptroller is appointed by the Comptroller and is required to perform all the duties of the Comptroller in case of his sickness or absence together with other duties as prescribed. The Superintendent of the Capitol and grounds and his assistant are under the direction of the Comptroller.

Through the years as the State's business increased and as new funds were added to the State's fiscal structure, improved accounting procedures have been necessary. The Comptroller's office has kept pace with these developments and its last annual accounting for the State's fiscal year, which ends on June thirtieth, consists of a 353 page report which is available to any citizen. Complete details are given as to the operation of each department, institution or commission, and the various sources of the State's revenue are scheduled. For the fiscal year ended June 30, 1945 the Comptroller's office expended \$257,292 for the operation of its central office activities, \$28,714 for real asset control and field service and \$379,862 for the operation and maintenance of the Capitol, State Office Building and State Police buildings and grounds.



GOVERNOR RAYMOND E. BALDWIN



STATE CAPITOL

HARTFORD



LIBRARY AND SUPREME COURT



EXECUTIVE RESIDENCE



VILLAGE GREEN

ELLINGTON



ANCHORAGE

SAYBROOK

State Treasurer

THE Constitution of Connecticut provides that the State Treasurer shall be chosen by the electors of the State for a term of two years at the election in November of even-numbered years. He is prohibited from being a member of the General Assembly.

The Treasurer is directed by the statutes to appoint a Deputy to perform all the duties of the Treasurer in his absence. The office of the Treasurer is organized into the Treasury Department and the School Fund Bureau.

The constitutional powers and duties of the Treasurer are: to receive all moneys belonging to the State and disburse them as directed by law; to pay no order for the disbursement of public money until it has been registered by the Comptroller; to canvass the votes cast in elections for State Senators, Governor, Lieutenant-Governor, Secretary, and Comptroller.

Statutory powers and duties are imposed on the Treasurer in regard to the receipt of State moneys; their disbursement; the administration of the State debt; the custody of State funds and property; the canvass of the votes cast in elections for electors, United States senators and representatives, State Senators, judges of probate and sheriffs; and functions of a miscellaneous minor character, like issuing licenses to itinerant vendors, etc.

The handling of the ordinary receipts and disbursements of the State is in itself a big business, but it is for the most part routine work, and can be controlled by usual business methods and practices. Approximately 900,000 checks are issued annually. However, the management and supervision of the various invested funds is a real responsibility and requires constant attention and thought.

On June 30, 1945, the total assets in the custody of the Treasurer on the civil list were \$229,602,680.98. Of this, the largest part represented the reserve for payment of unemployment compensation benefits of \$169,300,652.44 deposited with the United States Treasury. The State Bond Retirement Fund of \$13,555,409.65 and

the Post-War Purposes Fund of \$12,925,736.56 were represented mostly by the investments of \$26,210,499.36. All other funds were in the form of cash on hand and in banks and totaled \$34,024,029.07. The General Fund and Highway Fund are outstanding as far as financial importance is concerned, but there are a large number of minor special funds and working capital funds that require a good deal of bookkeeping.

In addition to the civil list, there are numerous trust funds with a total cash balance for all on June 30, 1945, of \$1,289,905.24. For the fiscal year 1944-45, receipts of these funds practically balanced payments from them at \$19,107,294.21.

The expenditures of the office of the State Treasurer for the fiscal year 1944-45 were \$62,568, of which \$52,348 was for salaries and \$1,045 for repair of real estate held by the School Fund.

Attorney General

THE office of Attorney General was created by act of the General Assembly of 1897 and the first Attorney General was chosen at the State election of November, 1898, and took office in January, 1899. The statute provides that an Attorney General shall be chosen by ballot quadrennially in the same manner as are other State officers.

In the original statute creating the office the duties of the Attorney General were defined and others have been added by subsequent statutes. Briefly they may be summarized by stating that he has general supervision over all legal matters in which the State is an interested party, except those over which prosecuting officers have direction, as the statutes confer no criminal jurisdiction on the Attorney General.

It is his duty to perform all legal services required by State officers, commissions and boards in matters relating to their official duties. All suits and other legal proceedings in their behalf must be brought to him and he is required to appear for them and defend them in all

suits or other proceedings brought against them, excepting upon criminal recognizances and bail bonds, in which the State is a party or is interested or in which the official acts and doings of said officer are called in question in any court or other tribunal.

When any measure affecting the State treasury is pending before any committee of the General Assembly, it is his duty to appear and take such action as he may deem for the best interest of the State. He is required to represent the public interest in the protection of any gifts, legacies or devises intended for public or charitable purposes. He may also be required by either branch of the Legislature to give his opinion upon questions of law submitted to him.

As indicated above, the duties and responsibilities of the office are too many and varied to enumerate. In the administration of the business of four State departments and commissions the matters which arise requiring action or advice by the Attorney General's office are so numerous that assistant Attorneys General are permanently assigned to them.

The Attorney General has assisting him in the work of his office one Deputy Attorney General and eleven assistant Attorneys General, four of whom are assigned to the departments referred to in the preceding paragraph.

There has been an almost unbelievable growth and expansion in the activities of the office of the Attorney General since its inception due, among other things, to the growth of the State, the enactment of an increasing number of new laws and the increasing practice of executive officials, commissioners and State institutions to seek advice from this department. A great deal of time is taken up in rendering verbal opinions to executive officers of the State and its institutions and in discussing with them from day to day various questions that constantly arise in their performance of public business. The opinions and advice rendered by the Attorney General, both verbal and written, thus cover a wide field, perhaps the greater number of the written opinions involving the construction of statutes. Until 1927 the Attorney General had no legal or official assistants ex-

cepting a secretary, the services being supplemented by those of attorneys regularly employed in some of the larger State departments. In 1927, by act of the General Assembly, he was empowered to appoint a Deputy. Subsequently the volume of business in the office was greatly increased by the abolition of the offices of Attorney or Counsel in several State departments. For the fiscal year ended June 30, 1945 the total expenditures were \$69,455.

Department of Finance and Control

IN 1937, when the General Assembly provided for the reorganization of the financial procedures of the State, it established the Department of Finance and Control and abolished the old Board of Finance and Control.

The Commissioner of Finance and Control is the administrative officer of the Department, having general supervision of the duties established for the Directors of the Budget and Personnel, and Supervisor of Purchases, and the Farm Coordinator. He may require reports from any of the various State departments, agencies and institutions and, for that matter, from any outside agency supported in whole or in part by the State. He, or any of his designated agents, may enter upon any property of any State unit to examine any of its property and records or investigate services, management or organization, and the character and quality and the cost of services rendered. The Commissioner is a member ex officio of many committees. Also, many State boards must have their expenditures approved by him. The State law provides for the payment or waiver of certain State taxes. Upon the advice of the Attorney General, the Commissioner may, in some cases, certify abatements to the Comptroller and the Treasurer. In other cases, he may waive the assessment of the unincorporated business tax. Most State departments are required to publish an annual or biennial report. The Commissioner examines these to determine the number of pages,

copies and the amount of money which shall be made available for publication.

The Budget Division with a staff of nine employees is headed by the Director of the Budget. He is charged with assisting the Governor with the formulation of the budget and the investigation, supervision and coordination of expenditures and fiscal operations of the budgeted agencies. Examiners are assigned to work with the State agencies and to familiarize themselves with the statutes pertaining to any agency, and to study the agency with respect to its personnel, finance and operating problems. They are engaged continually in assisting the agencies and in making special studies and compilations, as directed.

Preparation of the biennial budget begins during the month of August prior to the convening of the Assembly. The agencies receive forms from the Budget Director upon which they set forth their estimates of expenditure requirements. These estimates must be in the hands of the Budget Director before the following October. The Director must have in the hands of the Governor-elect by November fifteenth a tentative budget. Hearings are then held, at the conclusion of which the Governor-elect directs the compilation of his recommended budget for submission to the General Assembly during February.

The Governor of the State is charged with the administering of the budget. To this end, during the June prior to the beginning of the new fiscal year, the agencies submit their financial programs for the period to the Governor through the Director of the Budget. Upon approval by the Governor, allotments are forwarded to the agencies and to the State Comptroller, the latter being governed thereby in his control of the agencies' expenditures.

Simultaneously, the Director of the Budget is making a continuing study of financial resources in order that a possible cash deficit may be averted.

The State of Connecticut is an immense business, with purchasing ranging from electric light bulbs to fleets of heavy duty highway

trucks. It serves over twenty million meals a year. The size of the food purchasing program can be visualized when it is known that during the war years, under food rationing, the State had an allotment of some seventy-seven million ration points for the purchase of meats, processed foods and sugar.

This vast program is handled by the Purchasing Division employing 27 people under the direction of the Supervisor of Purchases. Assisting the Supervisor there is a Standardization Committee consisting of administrative heads of Departments and the Supervisor. This Committee classifies requirements of the State Government for all supplies, materials and equipment and promulgates written specifications. By means of warehousing at the State Prison the Supervisor is able to purchase carload lots, store them and issue them to using agencies, when needed, at a great saving in cost.

The same session that set up the Department of Finance and Control in 1937 passed the merit system act for State employees. This act provides the fairest way for the State to obtain qualified employees and insure equal opportunity for applicants for positions. This system is administered by the Personnel Division with sixty-three employees under the Personnel Director. There are at present 13,800 positions in the State service, some 10,000 in the classified service, 1,400 in the unclassified, and the balance hourly-paid employees. The Personnel Director and his staff test and pass upon the qualifications of all applicants for appointment or promotion in the state classified service. The Director has promulgated rules regulating all leaves of absence, vacations, hours of work and attendance, and providing for all promotions, layoffs, demotions, suspensions and removals. His division is continually studying the compensation and classification plan of the State.

The State of Connecticut, through a number of its institutions, is operating a large group of farms. Up until July 1, 1943 the management and operation of these farms had been the sole responsibility of the individual institutions. The inevitable result was that various types of management and production did not tend to over-

all economy. Now, by having all farms under one responsible farm coordinator, a statewide farm and dairy products program has evolved. Dairy herds were carefully culled, eliminated in one place, strengthened in another. Farm productions were changed around, all to the end that each farm be geared to grow in quantity that produce for which it is best adapted. It is interesting to note that, through the cooperation of the Farm Coordinator, the State Prison canning plant and the Supervisor of Purchases, in 1944-45, 365,000 number ten size cans of fruits and vegetables were processed for future consumption at State institutions.

The operating costs for all divisions of the Department of Finance and Control for the year ended June 30, 1945 were in the amount of \$216,646.56 from the General Fund.

Finance Advisory Committee

WHEN the fiscal procedures of the State were reorganized in 1937, it was recognized that in the administration of the financial plan a certain amount of flexibility was necessary. The Governor was given the authority to make transfers from one specific appropriation of an agency to another, to increase appropriations from any special fund for which there was general authorization to make expenditures for a specific purpose, and to add from the unappropriated surplus of the General Fund to cover any unforeseen expenses of courts, state paupers, extraordinary activities of the militia, or for the maintenance of inmates at State institutions.

In the intervening years between 1937 and 1943, adjustments were authorized by the Governor in substantial amounts under this broad authority and the Governor felt that the exercise of this power to a certain extent usurped the authority of the General Assembly relative to appropriations. Since the need for flexibility in the administration of the financial plan was well recognized, it was felt that the solution to this problem was the formation of a quasi-

legislative body to work with the Governor in making the necessary adjustments. It was, therefore, recommended, and the General Assembly of 1943 adopted the recommendation, that a Finance Advisory Committee be formed consisting of the Governor, Lieutenant Governor, State Treasurer, State Comptroller, two members of the Senate Appropriations Committee, each from a different political party, and three members of the House Appropriations Committee, not more than two of whom could be from the same political party.

The act creating the Finance Advisory Committee was effective on May 7, 1943, and since that date the Committee has taken action with the Governor on all appropriation adjustments in excess of \$1,000. The legislative members of this Committee are compensated at the rate of ten dollars per day for time actually spent in the performance of their duties and, in addition, all members of the Committee receive their necessary expenses in connection with their work. Regular monthly meetings are held and special meetings may be called by the Governor. During the fiscal year ended June 30, 1945, the expenditures for this Committee amounted to \$62.40 from the General Fund.

Personnel Appeal Board

THREE persons not holding any salaried office in the State government are appointed by the Governor for six year terms to serve as a Personnel Appeal Board, one member being appointed at the beginning of each biennium. The members of this Board are automatically members of the Advisory Personnel Committee. All appeals by persons in the classified service who are demoted, suspended, fined, or dismissed are made to this Board. The members of this Board serve without compensation so that the expenses of the Board are of such a minor nature that no separate appropriation is made to the Board to cover their expenses, these being paid from the appropriation to the Personnel Director.

Advisory Personnel Committee

IT is the duty of the Advisory Personnel Committee to "advise and assist the Personnel Director in the formulation of rules and regulations to be promulgated from time to time for the administration of the merit system and in the establishment and maintenance of procedure and technique relating to personnel administration." The Committee consists of two administrative heads of departments, two employees in the classified service, one head of a State institution, and the members of the Personnel Appeal Board. Prior to the 1943 session of the General Assembly, the Advisory Personnel Committee, in the absence of any provision for a separate Personnel Appeal Board, was charged with the responsibility of hearing all appeals by persons in the classified service who were demoted, suspended, fined or dismissed. Since all employees of the Committee serve without compensation, the expenses of the Committee are negligible, having been only \$265.10 for the fiscal year ended June 30, 1945.

Tax Department

THE State of Connecticut receives the preponderant portion of its income to support the functions of government through collections made by the Tax Department. This agency performs other duties of a related nature. For instance, it examines the work of assessing and collecting taxes in the towns. It apportions State taxes and State grants among the towns and conducts many audits. Annually it examines all local tax offices and treasurers in the State, reviews audits made by public accountants of local municipal authorities, and makes audits of the smaller municipalities upon their request. It computes the amount due to the State from each town on the Town-State Tax and the Old Age Assistance Tax. The Tax Commissioner deposited with the State Treasurer for the year ending June 30, 1945, a total of \$36,781,782.

The Governor appoints the Tax Commissioner, for a four-year term, with the advice and consent of the Senate. The appointee names a Deputy. Naturally he maintains a considerable staff of tax experts, examiners, accountants and clerical workers including statisticians. The Commissioner directs the administrative section of his Department. There are four other organizational units, the Deputy Commissioner being in charge of the Inheritance Tax Division. In addition, there are the Corporations Tax Division, the Excise Division, and the Municipal Division. While normally there are employed in the Department approximately ninety-two persons, special services are required as well. The Inheritance Division, from time to time, employs attorneys to get the necessary information by consulting with executors and administrators for the reviewing and examination of appraisals and, when necessary, presenting objections to probate courts and pleading appeals to the higher courts.

The Commissioner receives annual tax returns and tax payments from: 1. domestic insurance companies; 2. corporations; 3. railroad and street railway companies; 4. motor bus companies; 5. express, telegraph, telephone and car companies; 7. unincorporated business firms; 8. places of amusement. He also receives, monthly, tax returns and payments from liquor distributors. The Commissioner licenses cigarette dealers and distributors and sells to them tax stamps and he licenses and bonds liquor distributors.

Of the State taxes not collected through this Department, the tax on gasoline is most notable.

Obviously the General Assembly has conferred upon the Commissioner broad investigatory powers and the laws require of him voluminous reports and studies of the activities of his Department and the subject of taxation in general. Like other department heads he reports biennially to the Governor and makes recommendations. Delinquent corporations must be reported to the Secretary of State for cancellations of charters. There are numerous and diverse other penalties set up in the law to enforce compliance with the statutes and the orders and directives issued by the Commissioner. There is

also a penalty applicable to either the Commissioner or his agents should they divulge illegally certain facts or information relating to taxpayers: a fine of \$500 or six months in jail, or both. All tax receipts are recorded with the Comptroller and the moneys deposited daily with the State Treasurer.

The Inheritance Tax Division collects the succession tax, the Connecticut estate tax, estate penalty tax, and four-mill investment tax, as provided by law. In the year ending June 30, 1945, this meant handling accounts with a total of 8,017 direct taxpayers. The succession tax collection alone involved 2,400 estates.

The Corporation Division of the Department collected in the year 1943-1944 from 11,811 corporations; 314 public utility companies; and 55 domestic insurance companies; a total of 12,180 corporations. The divisional operating expense charged against this work was \$37,710.42, or \$3.10 per taxpayer.

The Corporation Division had, during the war years, in addition to its routine business, the work of refiguring the taxes of some of the corporations to correct their earnings which had been reduced as the result of renegotiation of their war contracts. In some instances, refunds were required. Up to June 30, 1945, there had been eighty-six such refund cases involving a total return to them of \$828,451. In the case of taxes collected from banks, insurance companies, and public utilities, the audits made by the respective State departments concerned with their supervision are used for tax purposes.

The Excise Division employs seventeen examiners and sixteen clerks. In addition to collections and related work, this Division conducts field examinations and audits. In the case of the unincorporated business tax, a street by street census is taken in the first half of every fiscal year by the examiners of the Division. This touches big and little business people from large contractors to peanut stands. In the handling of the tax on places of amusement, the Police Department is depended upon to report new theaters and to give the seating capacity of all theaters. In this Division the largest number

of taxpayers are those who pay the unincorporated business tax. In the year 1944-1945 there were roughly 36,000 of them. It is interesting to note that the cost of administering was set at \$36,330. That is a figure used in accounting to the several counties of the State, who receive one-half of the net proceeds of this tax.

The other taxpayers from whom this Division collects are estimated as follows: liquor tax, 250; cigarette tax, 200; places of amusement, 240; a total of 690. Against this part of the work was charged a Department expense of \$65,089.10 or approximately \$100 per taxpayer.

The Municipal Division collects, of course, from 169 towns. Besides this, however, its auditing activities involve all municipal units of which there are 144 in addition to the towns. In the year 1943-1944 the division made fifty-three municipal audits. The next year it made eighty-six of which thirty-four were fire districts. The reimbursements from the municipalities for these audits since 1940, when they were started, to 1944-1945 have amounted to \$43,368.42 total or \$8,674 a year average.

At each session of the General Assembly a large number of tax measures are presented. Each Division must keep careful track of those which would affect its work or the Department as an entity. The Tax Commissioner and his chief assistants watch all legislative proposals relating to taxes, sometimes appearing before committees at hearings, and the Department drafts any new legislation it believes is required.

Statute Revision Commissioner

IN 1882 the General Assembly created the office of clerk of bills which preceded the present office of Statute Revision Commissioner. Succeeding Governors pointed out the need for a permanent clerk of bills. In addition the members of the Commission which prepared and published the 1930 revision of the general statutes

believed in the need of a permanent Commissioner. They succeeded in procuring the passage of an act in 1929 providing for the appointment by the Governor of a Statute Revision Commissioner who should serve for a term of four years.

During each legislative session and prior thereto the office of the Statute Revision Commissioner assists members and members-elect in the preparation of proposed legislation. During the period between sessions information is furnished to the various department heads relative to legislation concerning their departments. Many requests for such information are received from officials in Connecticut and other states as well as from many private citizens in Connecticut.

At the present time the Statute Revision Commissioner is appointed by the Governor, for four years, with the advice and consent of the Senate. He must be an attorney-at-law experienced in legislative procedure. He has the task of consolidating and codifying all statutes and public acts of the State and of arranging them under chapters and sections. The Commissioner also has the duty of preparing a cumulative supplement to the statutes following each regular session of the General Assembly. All bills favorably reported are presented by the clerk of the committee to the Statute Revision Commissioner who examines their constitutionality, correctness of reference, phraseology and general accuracy. He is not permitted to change the substance of any bill but merely to see that it correctly carries out its purpose. He stamps the bill, including his corrections, if any, with his approval and returns it to the committee. The Statute Revision Commissioner's office is of great assistance to the members of the Legislature in drafting bills and resolutions and in keeping track of the progress of bills through the Legislature.

The revision of the State laws made in 1930 resulted in the issuance of two large volumes of laws and a third book known as the index. Since that time the various supplements published by the Statute Revision Commissioner's office, incorporating new laws passed by succeeding assemblies, has filled five additional volumes.

This means that it is sometimes necessary to make diligent search through all these volumes in order to trace the legal development of any State agency through the years. The time has obviously arrived for another revision to incorporate all of these new laws into one text. Although the Commissioner's office has been of great service to the Legislature, State officials and the public, and has kept its record of new laws up to date, it is necessary that hundreds of legal interpretations be made in establishing a complete revision. To do this properly requires the judgment of more than one person. With this purpose in mind the special Legislative session of 1946 passed an act providing for a Commission to revise the general statutes. This Commission has been appointed by the Governor and consists of seven persons who will prepare the revision and make a report of the same to the General Assembly at its 1947 session. Not more than four of these appointees may be members of the same political party. The Commission is charged with the responsibility of listing the statutes which it considers obsolete and which, therefore, should be repealed and must include this list in its report to the General Assembly. The Commission is further charged with the responsibility of preparing an index to the revision and also including in the revision such notes and memoranda of the Supreme Court of Errors relating to the construction of the statutes as will serve to explain and make clear the text. They are also required to include decisions of the Supreme Court of the United States and the Supreme Court of Errors construing such statutes.

Salaries and expenses of the Commissioners will be paid by the State. The sum of \$100,000 was appropriated from the Post War Purposes Fund to carry out the provisions of this new act.

There are at the present time four employees in the office of the Statute Revision Commissioner and the expenses of operating the office for the fiscal year ended June 30, 1945, were \$19,388.

Investment Committee

THE funds under the control of the State Treasurer, available for investment, at times amount to a very substantial sum and it is essential that investments be carefully scrutinized. The Investment Committee, consisting of the Commissioner of Finance and Control and of two Governor's appointees experienced in matters relating to investments but not engaged in the sale of securities or connected with or having a financial interest in any brokerage business, was established in 1937 for the purpose of approving all investments of the State Treasurer. The Committee is also charged with the responsibility of examining the security investments of the State at the close of each fiscal year and determining the value of such securities in the custody of the Treasurer, reporting on this examination and valuation to the Governor.

Since the investments approved by this Committee have reached a total in excess of \$70,000,000, the importance of the Committee's work can be readily visualized. The members of this Committee serve without compensation but their necessary expenses incurred in the performance of their duties are reimbursed. For the fiscal year ended June 30, 1945, the total expenses of the Investment Committee amounted to \$360.90, chargeable to the General Fund.

Commission on Uniform Legislation

THE three Commissioners for the promotion of uniformity of legislation in the United States serve without any definite tenure of office, all vacancies in the Commission caused by the resignation or death of members being filled by appointment of the Governor. It is the duty of the Commissioners to "examine the subjects of marriage and divorce, insolvency, the form of notarial certificates, descent and distribution of property, acknowledgment of deeds, execution and probate of wills and other subjects on which uniformity

is desirable; ascertain the best means to effect uniformity in the laws of the states; represent the State in conventions of like commissions of other states for the consideration and recommendation of uniform laws to be submitted to the several State Legislatures for their action and recommend such other course of action as shall best accomplish" this purpose.

The Commission exercises its powers and discharges its duties under the general supervision of the Legislative Council and it is required to recommend to the Council proposed uniform legislation. The Commissioners serve without compensation but are allowed travel and other expenses in carrying out their duties. The expenses of the Commission for the fiscal year ended June 30, 1945, were \$1,113.90 from the General Fund.

Veterans' Reemployment and Advisory Commission

WHEN the 1943 Legislature convened, it was evident Connecticut faced a major task in assimilating the returning veterans. Taking them into the business life of the State and helping them to take full advantage of all Federal and State assistance provided by law, was seen to be a public service requiring special attention. Until July 1, 1945, the work was organized and carried on by appointment of this Commission by the Governor under powers implied in the Contingent Fund of the General Assembly's War Budget for the 1943-1945 biennium. At the 1945 General Assembly session the Commission was created in its present form. It has no direct contact with the returning service man. Its major task is to see that there shall be organized and trained facilities in all parts of the State where authentic direction and skilled advice may be given on all matters concerning veterans and their dependents. The Commission coordinates all local facilities, fosters needed additions, trains personnel, recommends legislation benefiting veterans and publishes digests of State laws pertaining to the service men's problems. Local

facilities have been organized and are at work in over 150 communities. Both the Commission and these local bodies cooperate with all national, State, local and private agencies to further their work.

To train workers, four courses of instruction have been set up, to handle various phases of the task. These have been organized with the help of Vocational Counseling Service, Inc., at Yale, the University of Connecticut, the State Department of Education; and the Community Advisory Service in Bridgeport.

This Commission may contain up to thirty members, appointed by the Governor, to hold office to July 1, 1947. From among this number and six ex officio members, the Governor appoints the Chairman. The Commission appoints the Director, a special assistant, a publicist to edit and publish information, six field representatives to help in organizing and maintaining the local facilities, and eight clerks. The offices are in the Connecticut State Armory, on Broad Street, in Hartford. The Connecticut Reemployment Commission has recognized in 152 local communities an official Reemployment and Veterans' Advisory Committee composed of leading representatives of a wide variety of community organizations. Selective Service cooperates by recognizing the same committees as its official Veterans' Advisory bodies in these localities.

The Veterans' Reemployment and Advisory Commission has pioneered in a task of tremendous proportions, considerable complexity, and one for which there was practically no precedent. It has met with a hearty response from the people of the State who naturally were anxious to smooth the way for the returning veterans in every possible manner.

From August 1943 to June 30, 1944, the expenses of the Commission were \$8,660.71. The following fiscal year they were \$24,518.50, and the appropriation for 1945-1946 was \$28,090, to which it was found necessary to add, when demobilization began in August, 1945, the sum of \$55,600 from the Governor's Contingent Fund in the War Budget.

Employees' Retirement Commission

IN accordance with an act passed by the 1939 General Assembly, more than 12,000 State employees found themselves entitled to the benefits of a general State retirement plan. The Connecticut State Employees' Retirement Act includes those employees who do not belong to the State Teachers' Retirement Fund. The general provisions of the Act authorize the normal retirement of females at the age of fifty and males at the age of fifty-five, if they have completed twenty-five years of State service. There is also a compulsory retirement age of sixty-five for females and seventy for males.

At the present time, State employees contribute four per cent of their salaries toward retirement and this contribution is supplemented by State funds to an amount necessary to finance the plan from year to year. When an employee leaves the services of the State, he is permitted to withdraw the full amount of his contribution to that date without interest. The law also contains a provision which permits the assignment of a portion of the retirement allowance to a surviving spouse in the event of the death of a retired employee.

Further provision covers the matter of occupational disability. Under this clause, any total disability attributable to the employee's occupation is compensated for at a minimum of fifty per cent of the employee's salary. After fifteen years of service, any total disability may result in the retirement of the employee at the minimum of fifty per cent of his salary.

The plan is administered by the State Employees' Retirement Commission, which consists of five Commissioners appointed by the Governor for a term of four years. These Commissioners are required to meet quarterly. One Commissioner must be the executive head of a State institution, another the executive head of a State department, and a third a subordinate employee of the State. The Commission has a full-time executive officer at the State Capitol with a staff of six employees to carry out the necessary detail connected with

this work. The executive officer and his staff are included in the payroll of the State Comptroller's office.

The 1945 General Assembly passed a Connecticut Municipal Employees' Retirement Fund Act which permits municipalities to have their retirement problems handled by the State under certain regulations. Since this law is new, only three municipalities have joined the system to date with a total membership of 189 employees. These local governments comply with the new Act on a voluntary basis only.

The Comptroller's report to the Governor for the fiscal year ended June 30, 1945, includes a thirty-five page detailed listing of retirement salaries paid during that period. This accounting shows total payments of \$632,394.

Prior to the passage of the Retirement Act, it was necessary for any State employee retiring after long years of service to apply to the General Assembly for the passage of a special act authorizing a retirement pension. This resulted in a large number of bills which required the attention of the entire Assembly to the detriment of their other duties and, furthermore, resulted in an inequitable basis of distribution. The present Act, however, eliminates these inconsistencies and has resulted during the wartime period in being the deciding factor in retaining the services of hundreds of valuable State employees who otherwise would have been tempted to leave the government service for more lucrative, though temporary, positions in industry and elsewhere. This Act, together with the State Merit System Act, is an important factor in placing State service on a career basis and permits an employee to retire at one-half of his average salary for the last five years of service.

Inter-racial Commission

IN 1943 the General Assembly created the Inter-Racial Commission to "investigate the possibilities for affording equal opportunity" to all Connecticut citizens. The statute provided that the

new board should direct particular attention to discriminations in employment, in job training, and education, and to violations of civil rights and "other related matters." December 31, 1945, after two years of work, the Commission reported to the Governor that the problems before it had been intensified, rather than diminished, by the ending of the war. It made an extensive accounting of its investigations of the possibilities of making equal opportunity a reality. The beginnings of progress were noticeable but advances were not remarkable. Study of the Commission's report indicates the members and staff find work in their field may be divided into two main channels. One is a long range educational program for adults and children with special emphasis on youth. The other function is one of making as many adjustments as possible of specific situations where discriminations and group misunderstandings cause complaints and frictions.

The Inter-Racial Commission has its headquarters in the State Office Building, conducted by a special assistant, three research associates, and three clerical workers. The staff publishes educational material, collects material originally printed by other agencies doing similar work, and prepares reading lists. It uses all the avenues of education to combat discrimination and intolerance, directing its lectures and programs through schools, colleges, civic associations, and in consulting with trade, manufacturing, business and labor organizations.

In the summer of 1946, the Inter-Racial Commission and State Department of Education in conjunction with organizations at Yale, Wesleyan, Trinity, University of Connecticut, Albertus Magnus College, St. Joseph College, and several other educational institutions, conducted a two weeks' seminar, or "work shop" on inter-group relations. A faculty of experts in adult education and social work led the study of inter-racial and inter-group problems.

In the year 1943-1944 the cost of the Inter-Racial Commission was \$2,871 and the following year it was \$8,850.34.

Housing Authority

THE World War caught all industrialized states, of which Connecticut is an example, ill-prepared to meet a rapid influx of new families of war workers. Vacant housing quickly vanished and emergency construction could not meet the needs. As the war progressed supplies of building materials and labor were meager. The 1943 session of the General Assembly created the State Housing Authority to consist of five Commissioners, appointed by the Governor, and confirmed by the General Assembly. It collected and correlated all available information, advised with local housing boards, made proposals for ameliorating conditions, set forth plans, and stimulated production of low rental facilities. The Authority studied possible advantages of using State credit in loans, or subsidies, in local communities. It was empowered to accept grants for aid. The Authority has been working on a proposed State Building Code which, when completed, might be made available to cities and towns as a suggested standard to be adopted locally if found desirable.

Recognizing the increasingly imperative need of meeting the requirements for homes for returning service men, and an over-all study, the Authority began such a survey in October, 1944. When finished, this will give a comprehensive idea of the magnitude of the problem of homes for service men in each locality. It will suggest site selections and further community planning.

In May, 1946 at the Special Session of the General Assembly an act was passed appropriating \$5,000,000 from the Post War Purposes Fund for use by the Housing Authority. This money was made available for use as grants in aid to municipalities wishing to erect temporary dwelling units for veterans. It also could be used by such recipients to construct adequate streets, sidewalks, public utilities, or similar facilities in connection with local housing for veterans. It also was provided the Authority might use this money to reimburse municipalities up to fifty per cent of the expense incurred in such projects since December 31, 1945. The Legislature also empowered

local governments to acquire by purchase, gift, lease or condemnation either buildings or portions of them for use as dwelling units, and to acquire temporary dwelling units by construction, lease or purchase. Housing authorities were given general power to purchase building materials wherever available, for the purpose of providing veterans' housing. The State Housing Authority was given power to proceed in a similar manner on State-owned lands.

The act of May, 1946, runs for five years unless terminated by the General Assembly before expiration of this period. Six months after termination all buildings erected or moved, in accordance with this act, are to be taken down or removed by the agency which established them. With respect to the \$5,000,000 appropriation it is provided any funds unencumbered after June 30, 1947 are to revert to the Post War Purposes Fund. This gives the 1947 session of the General Assembly opportunity to act without hinderance on facts as they may exist then.

The Special Session of the General Assembly also appropriated \$512,000 from the Post War Purposes Fund to the Housing Authority. Of this total, \$500,000 establishes a revolving fund for the purchase, by the State, of structures or materials to be made available for resale to municipalities. These materials might be used only to provide housing for veterans. The remaining \$12,000 of the appropriation was earmarked for salaries and expenses necessary for administration of the act. The revolving fund, and the grant of authority for its use, are effective only through June 30, 1947.

In the fiscal year ending June 31, 1945 the Housing Authority had expended \$22,744 for administrative purposes. This was taken from the General Fund of the State.

Commission on Intergovernmental Cooperation

THE Connecticut Commission on Intergovernmental Cooperation was established by the General Assembly of 1939 as a consolidation of the standing Committees on Intergovernmental Cooperation of the Senate and House and the Governor's Committee of the same name. Each one of the three Committees has five members on the Commission with the ex officio addition of the Governor, the President of the Senate, and the Speaker of the House; and the Chairman of the Governor's Committee is the Chairman of the Consolidated Commission. It should be noted that the Governor's Committee consists of the Budget Director, the Attorney General, the head of a State Planning agency, and two other officials or employees designated by the Governor.

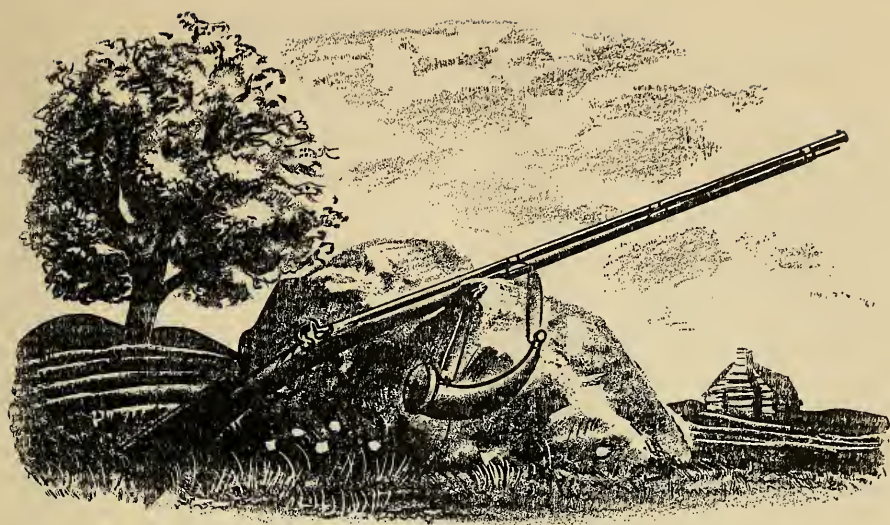
The main objective of the Commission is to form a more perfect union of states and to develop the Council of State Governments to that end by means of conferences, advisory boards, compacts, the enactment of uniform legislation, the adoption of uniform administrative rules and procedures, and similar steps.

Under the law the Commission appoints a Director, who is also the administrator of the Legislative Council and of the Commission on Uniform Legislation.

The Commission works in close agreement with the Council of State Governments through its regional office in New York City and with the Commissions on Interstate Cooperation in the northeastern states in particular. Frequent conferences on subjects of interest to this section of the country are held which have been attended by delegates from the Commission and those of other State agencies appointed by the Commission as delegates. The contacts thus made have been valuable and have smoothed the way toward complete understanding and cooperation among the states in the northeastern and Atlantic seaboard sections of the country, greatly eliminating controversy and misunderstanding. They have also led to the passage of laws with a view to greater uniformity. Among the accomplish-

ments of the Commission must be counted the establishment of an Interstate Sanitation Commission, an Interstate Parole and Probation Compact, an Atlantic States Marine Fisheries Commission, and recently it has had the job of keeping track of the work involved in dealing with the United Nations in regard to the site in the southwestern end of the state considered by it for its headquarters.

For the year 1944-45 the expenditures of the Commission amounted to \$11,403.



PROTECTION
OF PERSON
AND
PROPERTY

PROTECTION OF PERSON AND PROPERTY

Biennial Appropriations and Authorized Estimated Requirements of Funds

	1937-1939	1941-1943	1945-1947
Dept. of Motor Vehicles	\$1,834,866	\$2,740,298	\$2,733,181
State Police Department	2,245,914	2,420,866	3,717,737
Insurance Department	295,631	306,247	432,801
Banking Department	526,094	526,000	469,250
Milk Administrator	122,680	122,620	394,500
Athletic Commission	43,852	43,090	42,805
Department of Aeronautics	61,955	75,526	533,657
Workmen's Compensation Commission	142,878	140,717	191,331
Liquor Control Commission	245,250	252,490	353,460
Dept. of Labor & Factory Inspection:			
Department Expenses	601,270	442,872	530,771
Unemployment Compensation Division	17,849,463	6,560,923	42,167,905
Labor Wage Board	3,440	3,000	3,000
Public Utilities Commission	300,000	313,350	366,590
Military Department	1,016,360	988,811	2,025,230
Architectural Examining Board	4,775	5,962	6,000
Barbers' Examining Board	26,667	25,920	31,090
Chiropody Examining Board	314	1,500	1,605
Commission on Opticians	1,715	8,120	4,020
Commissioners of Pharmacy	28,083	40,885	44,306
Board of Professional Engineers and Land Surveyors	10,398	11,720	15,145
Board of the Healing Arts	7,740	8,371	11,606
Dental Commission	9,200	12,160	16,060
Board of Accountancy	3,273	5,020	5,320
Board of Chiropractic Examiners	502	1,444	1,444
Board of Examiners of Embalmers	3,432	6,040	8,760
Homeopathic Medical Examining Board	236	194	370
Medical Examining Board	6,732	11,910	12,770
Board of Natureopathic Examiners	381	640	710
Board of Examination and Registration of Nurses	10,807	19,980	30,869
Board of Examiners in Optometry	2,256	3,620	3,300
Board of Osteopathic Examination	59	420	170
Board of Examiners of Psychologists	—	—	275
Board of Examiners of Physiotherapy Technicians	—	—	1,165
Tree Protection Examining Board	872	1,330	1,395
Board of Veterinary Registration and Examination	289	720	990

Department of Motor Vehicles

THE Department of Motor Vehicles touches life in Connecticut intimately, almost universally. One-third of the people carry drivers' licenses; everybody rides. Children know the marker numbers on the family car before they can read. People are constantly aware of this Department more than of any other state agency, but not many realize the citizens have paid, over the years, the sum of \$315,381,861 to gain this familiarity. That was the total intake to January 1, 1946. The money keeps rolling in; the Department continues to grow.

These dollars the Commissioner collects are put to work chiefly for two purposes. They finance a broad system that protects pedestrians from motorists and motorists from one another. Also, they pay for building and maintaining safer and more comfortable highways—those broad bands of concrete and bituminous macadam which do so much to integrate and unify the State.

Among the agencies, this is a young department already a giant. Its strength is as the strength of three because it supplies the funds for operating the Highway Department and the Safety Commission after paying its own way.

The Department's business operations are huge. In 1945 it collected a total of \$15,425,774.96 from the people. More than eight and a quarter millions of this came from the tax on gasoline. That same year it licensed 650,941 drivers and registered 527,834 motor vehicles. Its agents recorded 18,446 accidents which snuffed out the lives of 32 children and 217 adults, doing property damage totaling \$2,950,620. In these mishaps 9,421 were injured and 32,790 motor vehicles were involved.

At the pre-war peak of operations, the Department of Motor Vehicles employed 534 persons. Recently the staff has numbered approximately 380. Cost of operations in recent years has varied between a million and a million and a quarter dollars. Headquarters is in the State Office Building but there are ten permanent branches

in population centers. Temporary offices are opened in many additional places during rush periods.

This nerve center of traffic at Hartford never closes because its records must be open twenty-four hours a day to supply information to law enforcement officers. Most police departments have patrol cars equipped with two-way radio telephones. Whenever an officer needs quick information on any motorist's record, his identity, or that of a particular car, he can get it in a few minutes without leaving the scene of inquiry no matter how remote. City, town and State Police work in close collaboration with the Motor Vehicles Department. The Commissioner is a member of the State Traffic Commission and an ex officio member of the Highway Safety Commission. He is appointed by the Governor for a four-year term with the advice and consent of the Senate.

The Department's statistics are of immense value. The nature of every accident is studied completely. All possible factors which might have contributed to it are tabulated and evaluated. If, when taken in the aggregate, the facts indicate a weakness in the law, or in enforcement, or the existence of hazards which might be reduced or eliminated, that also is recorded. Each month the Department's *Bulletin* gives the up-to-date results of these studies. This *Bulletin* goes to all police departments, to highway and town officials, traffic authorities, school departments, and insurance offices.

In operating its controls over drivers, the Motor Vehicles Department's personnel in 1945 held 4,767 formal hearings to determine facts and responsibilities. It suspended 8,175 licenses. This work is under the Division of Operator Control.

There are three other divisions of work, namely: Registry; Engineering and Inspection; and Internal Administration. This is a relatively new set-up which expedites a complicated office routine.

In 1903 the General Assembly first decided to require registration of the then new-fangled, rubber-tired gas-buggies. It was provided the Secretary of the State should keep the record. The first year he found 1,353 of these noisome vehicles owned by Connecticut

folks. In 1905, the Legislature decreed such machines must not move at a speed of more than twelve miles an hour in populated places; not in excess of twenty miles an hour anywhere in the State. That same year the Secretary began to issue plates for each car. Previously owners had provided their own. Drivers were licensed for the first time in 1907. There were then 8,991 of them.

It was ten years later, 1917, when the General Assembly created the Department of Motor Vehicles which at once began to examine all drivers. At that time there were 85,724 cars and 98,233 motorists. Two years later the Legislature decreed the new Department should handle the licensing of gasoline stations. The initial gasoline tax law came in 1921, the same Department being charged with collecting the levy. Thus Connecticut became the first state in the Union to make a success of such a tax. Other states soon followed.

The peak year of car registrations was 1941 when plates were issued for 569,568 vehicles. There were 640,071 drivers that year. During the war both totals declined, but in 1945 there were 10,970 more drivers than ever before; still there were 42,734 fewer cars in operation than in 1941.

Back in 1917, when the Legislature gave the Governor power to appoint the Motor Vehicles Commissioner, it was thought wise to qualify this authority. A proviso was added that this selection must go to a man who, in the words of the statute, "shall be a practical motor vehicle operator."

Department of State Police

IN the horse and buggy era, town constables, city patrolmen and county sheriffs were sufficient to handle security problems. The modern State Police Department is a comparatively new development which came of modern living. This mobile security force is an answer to the problems arising from rapid, interurban movement and expanding populations. Also, it extends police services, on metropoli-

tan standards, to rural areas which have become residential as well as agricultural in their function. Every town in Connecticut now is a place of residence for some people whose business is in the cities. No village remains which is purely an agricultural settlement. This is the condition which made imperative a statewide system of twenty-four hour protection.

The State Police Department is most noticeable in its ceaseless patrol of the 2,907 miles of Connecticut State highways. Sometimes cars are halted and the law gives a warning. Less frequently there are arrests for obviously willful violations of the safety code. But, in general, the motoring public has merely a fleeting, visual acquaintance with the State Police Department. Along the roads in rural districts autoists pass the State Police Stations and Barracks. These branches of the Headquarters in Hartford are situated in Ridgefield, Canaan, Stafford Springs, Danielson, Groton, Westbrook, Westport, Colchester, Bethany and Litchfield. They are modern, completely equipped police stations, each serving a definite district for which it is responsible.

Since few citizens stop at one of these outposts, Connecticut residents, generally, have little conception of the multitudinous services and duties performed by the 290 State Policemen and twelve Policewomen. Neither do they realize that behind this ever-alert organization the Department employs 150 civilians, some of whom work only on upkeep of State Police equipment, valued at more than \$1,600,000. Others handle radio dispatching, teletype message machines, compile the data for records, run the laboratory, arrange evidence for the courts, and conduct the office routine. This must go on, night and day on a twenty-four hour schedule.

Actually, every moment throughout every year, each of the eleven stations scattered over the State is a nerve center, vital to the regulation of Connecticut living in this age of rushing motor traffic, speeding air-liners, hazards innumerable and utterly unpredictable. The safety of our Connecticut people at home and in travel; their relief in emergency is the primary objective of the State Police service. To

a degree that astonishes most people, the State Police supply the essential safeguards which protect life, property and happy home-life throughout the State. Errands of mercy are as much a part of this service as are its law enforcement activities.

It is obvious that the State Police smooth out highway traffic. Not so well known is their work of providing for the safe and orderly conduct of many business enterprises. Few families realize for instance, that when they view motion pictures in any public hall or theater, they may be in a danger zone, but one which has been thoroughly inspected in every particular by the State Police. The building, the manager, the projectionist, and the machinery of the theater or public hall pass rigid examination before a license is granted. It is the same with outdoor amusement parks and their entertainment apparatus, such as rollercoasters. Then too, all the scales and measures, the packages and certain containers used in selling commodities in Connecticut that are not tested by local sealers of weights and measures or other agencies are tested by State Police officers. Wherever oil burners are sold for heating purposes, the manufacturer must have this Department's approval for sales in the State.

It is the State Police who regulate the manufacture, storage, and transportation of all manner of explosives. The same holds true for the handling of highly inflammable liquids, of which gasoline is the most conspicuous example. Outdoor advertising is governed by laws which the State Police must enforce to prevent the hazardous location of commercial signs. They also issue permits for the carrying of concealed weapons. Connecticut has to have a rigid code of law for the regulation of heavy passenger and freight vehicles over its highways. To see that the trucks and busses conform to the requirements throughout the State is obviously an ever-increasing State Police task, with many complications.

The Commissioner of State Police is also the State's Fire Marshal. In this capacity, he and the subordinates through whom he exercises this authority are charged with the investigation of all serious fires,

the hazards they reveal, the possible criminal negligence of those responsible, or criminal intent if such exists. The City of Hartford alone recently has experienced two terrible disasters by fire; one at the circus and the other at the Niles Street Hospital. These called not only for State Police emergency service but for long and involved examinations as to origin and responsibility. Hundreds of serious fires occur throughout each year in all parts of the State and each calls for complete investigation. In recent years there have been approximately 250 fires annually of a suspicious nature. Arson is one of the hazards which must be doggedly watched and prosecuted.

Never are the State Police so appreciated as when they form an emergency corps of experts to take charge when a town, or entire region, or perhaps the whole State, is stricken by unforeseen disaster. This organization has met hurricane, blizzards, fires, explosions, highway tragedies, and frightful aerial disasters with instantaneous response, bringing the most modern mechanical equipment, expert technicians, and a degree of team-work and spontaneous devotion which is phenomenal. Faced with harrowing tasks of mercy, such as followed the Circus Fire, the women of the State Police rose to the call of duty with a courage and stamina that will set a mark for all time in the annals of the Department. As both the men and the women of the State Police will tell you, there truly is little glamour in their work. But there is, definitely, a vast amount of solid and durable satisfaction. All the personnel of the State Police Department is forever conscious that, as a team, they serve the people of Connecticut well in a thousand vitally important and absolutely essential ways. The State Legislature, through adopting the merit system and by establishing high standards in selection of the Department's officers and men, has created an institution without a superior in the nation. Rigid discipline, thorough training, ultra-modern equipment, and fair and considerate treatment of all employees have built in the State Police Department a spirit of loyalty to the Commissioner and the State that bears its fruit constantly and under all conditions.



FIRST AID DEMONSTRATION

STATE POLICE TEAMS



HE DIDN'T BELIEVE THE SIGN

STATE POLICE FILES



EMERGENCY EQUIPMENT

STATE POLICE TRUCK



ALERT AND PREPARED

CRASH LANDING



TRAINING IN ARMS



PORTABLE TRAFFIC POST



POLICE AIRPLANE



RIVER PATROL



RADIO TEST BENCH



TRUCK CONTROL



CAMP BALDWIN, 1946

STATE GUARD



DISTANT SHORES

(U.S. ARMY SIGNAL CORPS. PHOTO)

WORLD WAR II

The cost of the State Police Department for the year ending June 30, 1945, was \$1,412,975. This is paid from the General Fund. However, the Highway Fund, raised by taxation which falls directly upon the motorist, reimburses the General Fund to the extent of \$500,000. In this manner the automobile and truck owners contribute directly to the cost of maintaining the constant highway patrol, to which one hundred State Policemen are assigned, as provided by State statute.

Today, all of Connecticut has a degree of police protection that compares favorably with the best metropolitan standards. This includes instantaneous teletype communication between all large cities of Connecticut and police of adjoining states. In 1941 the Department installed the first statewide, three-way frequency modulation radio police network in the country. This allows the Headquarters at Hartford, all the ten other stations, and all the cruising cars, to have at their command means for instantaneous communication with each other. This innovation has been copied by a number of other states.

Since our State lies directly between New York and Boston, in fact between New York and all the rest of New England, and also is astride many direct routes to Eastern Canada, our highways are among the busiest in the entire land. One hundred uniformed officers of the State Police, using completely equipped cars, devote all their time to road patrol. In the year ending June 30, 1945, these officers issued 36,600 warnings to careless motorists and they made 5,056 arrests for highway offenses. They investigated 2,139 automobile accidents.

To give some idea of how thoroughly the State Police traverse the highways in performing their many duties, it is interesting to know that the vehicles of the Department traveled a total of 7,511,648 miles in the one year just mentioned. In that same year, 1944-1945, the State Police handled approximately 33,300 cases of all kinds, and made a total of about 9,000 arrests. In safeguarding life and property, the State Police do a major task. Of all the cases handled,

26,025 involved complaints of theft and robbery. Violent deaths, homicide, and a wide variety of other serious happenings engage the attention of the Department and keep its best minds and its laboratory busy digging for facts.

However, the State Policemen, from the Commissioner to the most recent graduate of the State Police School at the Bethany Barracks, regard themselves primarily as protectors of the public and skilled helpers in time of trouble. Their greatest satisfaction comes from the speed and team-work they show in meeting every emergency. Only one minute after the air-liner crashed to earth in Cheshire on January 18, 1946, the State Police radio had been notified by a civilian observer. In a matter of minutes the emergency set-up of the Department went into action. All the men and apparatus needed quickly reached the lonely wooded ravine where seventeen travelers had lost their lives. The entire area was roped off and for several days, until the last investigation had been completed and the last vestige of wreckage removed, the State Police remained in command. By detouring highway traffic immediately after the crash, curious crowds, which might have impeded the work, were avoided. One of the Department's rolling kitchens brought hot meals to the policemen as is done on all prolonged emergency work.

No other single agency in the State can perform such varied and rapid services as did the State Police Department at the Circus Fire, the Connecticut River Bridge disaster, the Cheshire tragedy, and on scores of other occasions of blizzard, hurricane, flood and fire. It was this Department's ability to work as a team, its possession of adequate equipment, including emergency trucks filled with all manner of mechanical devices and tools and its three-way radio communication, which proved so invaluable in the state when World War II enveloped the country. During the years of war-danger, the Department formed the core of Connecticut's answer to the threat of sabotage.

No institution, or other branch of human activity, rises above the level of its personnel. A railroad, an army, a hospital, is only as

good as the people who handle the material equipment. So the State has provided a \$50,000 school building on the grounds of the Bethany barracks where recruits are given three months' intensive legal and professional training. Here refresher courses are conducted as needed for both men and women of the force. The mental caliber and the character of the young men attracted to the State Police service is excellent. While advancement is slow, due to the surprisingly few men who resign from the Department, and while the pay is not high, there are many compensations not at once obvious to the layman. There is an *esprit de corps* in the State Police which gives men pride in their work and keeps morale at a high level. Good officers have complete assurance of security in their positions. The barracks are as well-equipped as men would find the dormitories of the first-rate universities of the country; and they are kept immaculately clean. Police uniforms are supplied by the State and are cleaned and repaired by the Department. Food served at the eleven stations is of prime quality and is tastily prepared and served. These are some of the reasons why the State Police Department never faces a manpower problem—not even in war-time when higher wages are offered in munitions plants. The good men stay; and hundreds of applications for appointment always are on file. Perhaps this is as near the perfect tribute as could be paid to any branch of the State government. It attracts and keeps good men.

Insurance Department

WHILE the citizen seldom is conscious of the Insurance Department, it is always at work for his protection. The Department collects State taxes levied on this industry and watches and regulates its many activities by examinations and licensing. At the end of 1944 the Department was supervising the operations of 302 fire, marine, and fire and marine companies; fifty-five life companies; 107 casualty companies, eight savings banks issuing life policies; fifty-three fra

ternal insurance orders; and one hospital service plan and one title guarantee company. In the year ending June 30, 1945, the Commissioner collected \$1,898,909 in taxes from insurance companies, \$69,217 for licenses issued to companies, agents, brokers and adjusters; and \$11,530 from fees for services. It is the Department's business to see that no insurance is sold in Connecticut which is not based upon sound and reasonable practices and honestly represented.

The Governor appoints the Commissioner every four years, for a four-year term, with the advice and consent of the Senate. He is ex officio a member of the Teachers' Retirement Board, employs deputies and the needed technical and other assistants. It is provided that insurance examiners, like the Commissioner himself, must not be persons connected with the insurance business. Among his many duties are those of handling receiverships of insurance companies; of regulating their management in case bank holidays are proclaimed, or other contingencies arise. He also conducts a detailed study of all outstanding policies of life insurance companies to establish the amount of required reserve.

In its broad aspects the Insurance Department of the State polices the industry for its own benefit and for the protection of the policyholders, and collects taxes on this business. By his authority to suspend licenses and by certain penalties enforceable under the law, the Commissioner may require compliance if necessary. The work of the Department is divided into sections of which the Examining Division is largest. There also are a Security Division, License and Claims Division, Rating Division, and Administrative section. Approximately fifty persons are employed in addition to the Commissioner and Deputy.

The Security Division appraises the securities held by insurance companies and attends to the liquidation of insurance companies. It incidentally audits the tax receipts. The License and Claims Division issues licenses to insurance agents and investigates complaints made by policyholders against agents and companies. The Examiners conduct investigations of insurance company business, compute reserve re-

quirements of life companies for protection of policyholders. The actuary in charge of this Division is responsible for the Department's annual report. Also, he is actuarial adviser to the Teachers' Retirement Board, approves applications of new companies, and advises the Tax Commissioner of the State in matters relating to inheritance taxes.

The Insurance Department in the last twenty years has not had to deal with any insolvency cases among either fire, life or casualty companies doing business in this State.

In the field of title insurance companies, the story was different. In 1929 title insurance and mortgage companies, operating here for many years, were placed under supervision of the Department. At that time there were eight companies doing business with a paid-up capital of \$1,734,000 and assets claimed to be worth \$13,500,000. Of these assets at least \$12,000,000 represented investments in mortgages and real estate. All of these companies were engaged in making loans secured by real estate. The funds to make these loans were obtained by selling mortgage certificates to the public. The certificates were secured by the mortgages; and payment of principal and interest was guaranteed by the companies. It was recognized that the frozen nature of the portfolios, and the lack of readily available assets, constituted an unsound financial position. As is well known, mortgage guarantee companies throughout the nation became insolvent in the early thirties. Few survived the great financial crisis. All suffered by reason of mortgage defaults to the extent that some of the companies found it impossible to meet their obligations.

In Connecticut, the Insurance Department took each case, its assets, and all problems, under individual consideration. Two of the companies, affiliated with banks, have liquidated without loss to investors. A third company, with the cooperation of the Department, rearranged interest guarantee terms with investors, and gradually is liquidating, with every expectation that investors will be paid in full. A fourth company, having arranged a small interest reduction

with its investors, is doing business and is in possession of ample funds, properly diversified, to meet all claims. The fifth company paid all investors in full, both interest and principal, and is continuing to operate as a title insurance company. Three companies remained in the list and circumstances among them made it necessary to liquidate under the direction of receivers appointed by the court. The Insurance Commissioner is receiver for two of these companies. In these receiverships a large percentage of the total number of investors either have or will receive payment in full. It is expected the remainder will receive at least eighty per cent of their investment. Comparatively, investors in certificates sold by Connecticut companies have suffered little loss. Nevertheless, the practice of guaranteeing mortgages or mortgage certificates has been discontinued. The business of writing title insurance continues to be legal.

The assets and liabilities of the many insurance companies doing business in Connecticut runs into many billions of dollars. As everyone realizes, it is a huge industry which the Insurance Commissioner is required to supervise and regulate on behalf of the State. The Commissioner makes an annual report to the Governor in great detail. He makes recommendations to the General Assembly of desirable changes in the law. These reports of the Commissioner are widely used for reference in the industry and by those interested in buying insurance or dealing in insurance stocks as investment.

State Banking Department

THE Bank Commissioner of Connecticut is a watchman of money. His Department furnishes protection to every citizen, whether that person is an earner, a saver, a dependent or beneficiary. The Commissioner has a multitude of definite police powers touching the operations of almost a thousand organizations and individuals in the State who handle moneys and properties not their own. By periodic examinations of banks, he determines if their financial operations

are being conducted according to the many and often quite complex laws now on the statute books.

Where there may be misunderstanding of the law, or a misinterpretation, he seeks to correct it. Where there is a violation, or a banking failure, the Commissioner steps in to regulate and sometimes to administer the business on behalf of the State Government. Also he issues licenses and permits to private bankers, to small loan companies, and to those forwarding money. All brokers and security salesmen must be registered with his Department. Many other duties, far too detailed to enumerate here, are required of the State Banking Department, but among them are the chartering of banks, approval of their by-laws, approval of mergers, and the issuance from time to time of lists of securities in which bankers may legally invest funds entrusted to them.

The Bank Commissioner may, under the law, restrict any part of the business of a bank if he finds that action necessary for the protection of depositors, and he has the authority to remove bank officials. Of course, there are marked limitations to his jurisdiction. He has no authority over national banks or the insurance companies, for instance.

Usually the public's attention is drawn to the State Banking Department only when it learns that its examiners are making an audit in one of the banks because it is not generally understood that this is a routine matter. If an examination discloses irregularities resulting in a newspaper story, or if a bank fails, the ensuing publicity again may attract the attention of the public. Fortunately, these irregularities are comparatively rare. They do not bulk large in the business of the Department. The examinations, while extremely complicated and arduous, usually are of immediate interest only to professional bankers and some financial experts and accountants. Yet, like all highly technical information, these examinations are vital to the public welfare.

In the case of the largest commercial banks which include a trust department, an ordinary examination will take up to twenty-eight of

the Department's skilled men an average of sixteen days. That is, the job will require 448 man-days of work. The audit of an average-size bank will take eight examiners four days. There is a dramatic quality about a State audit in a busy banking house because every step in the procedure is planned in advance and timed so that it proceeds like clockwork. This is done so that the examiners going about their duties will interfere as little as possible with the ordinary day's work of the bank.

Ordinarily, the examiners enter a large institution just at the close of the business day and are prepared to work late into the night in order to be able to prove and release cash, notes, and individual ledgers for use the next morning. The following day, therefore, the bank's business goes on pretty much as usual, and few if any of the examiners are seen by the public. First among hundreds of steps in the examining process is the copying of a statement of condition from the books. The work of proving and verifying all assets and liabilities continues behind the scenes. Toward the close of the manifold computations and reports, the examiner in charge of the entire audit personally takes up with the bank's officers matters of unsecured credit, the possibility of inadequate values in collateral loans, and similar questions. They talk over the mortgages and real estate, the list of past-due notes, over-drafts, and cash items which are being scrutinized for possible losses. Finally, the chief examiner returns to the Bank Commissioner's Department in the State Office Building to write his report.

It is because the State Banking Commissioner in this manner acquires a very real and intimate knowledge of not one but of many banks that his understanding and opinions become highly valuable to the management of all banks. Out of the Bank Commissioner's purely objective view of the entire field there often come suggestions for improvements in banking methods, in keeping records, and even in matters of policy which are of mutual benefit. The net result of examinations is that they furnish assurance to stockholders and

depositors that their banks are abiding by the State laws, that they are ably managed and completely solvent.

The General Assembly provided, in 1935, that the Bank Commissioner should serve as receiver of all closed banks. This legislation resulted from public protests against the excessive expense of liquidating closed banks through the employment of private receivers. Immediately after the change such administrative costs were reduced sharply, naturally to the benefit of stockholders and depositors. Already, liquidation of closed banks through the State Banking Department has eliminated certain ancient abuses and won the approval of the business community. The receivership expense now incurred by the State is assessed against the closed banks, but the saving to the institutions in receivership is very considerable.

The State Banking Department occupies a modest set of offices in the State Office Building and it operates on a budget of about \$170,000 a year. Of this total only approximately \$60,000 falls upon the taxpayers of Connecticut. The remainder is an expense assessed against the banks examined.

The Department's work is carried on under three divisions. One section handles the affairs relating to savings and commercial banks; another administers the business of closed banks; the third is concerned with matters pertaining to brokers, security salesmen, and small loan companies. There are sixty-one men and women on the Bank Commissioner's payroll. Under their scrutiny come the 772 stockbrokers and security salesmen, seventy-two mutual savings banks, sixty-three commercial banks and trust companies, thirty-four building and loan associations, eight industrial banks, three private bankers, sixty-five licensed loan companies, fourteen trustees of mortgages or deeds of trust in real property, and fourteen closed banks.

Since 1931 the Bank Department has had supervision of the public sale of securities in Connecticut—distinctly a police function. Not a bond, nor a share of stock, can be sold in this state except by brokers and salesmen registered with the Bank Commissioner's office. The Department maintains a "rogues' gallery" of the nation's many

well-known fraudulent stock operators and it works closely with the Federal authorities in protecting unwary investors against these predatory schemers. Often the Department is instrumental in securing return of money to those who have been victimized.

The amassing of huge amounts of wartime savings has provided a lucrative field for fraudulent promotions and given rise to new kinds of swindles and a new crop of confidence men. Against this mounting menace the State Banking Department is taking every possible precaution, particularly through efforts to educate the public to be wary of irregular avenues of investment.

In 1945 the Bank Commissioner was given some supervision over sales finance companies, chiefly through the requirement that these organizations register with the State, and under certain conditions giving the State Banking Department powers of investigation. Previously these companies were under no supervision whatever.

State examination of banks in Connecticut has been required, by act of the General Assembly, for more than a century. It began in 1836 when there were but thirty-one commercial banks in the State. The purpose then, as now, was to offer assurance and protection both to depositors and stockholders. Examinations began as rather simple audits but over the years the duties of the Bank Commissioner have expanded continuously. Today there is a little book of State Laws affecting banks and other financial institutions. This publication runs to more than 300 pages and the index of the Commissioner's powers and duties requires seven pages of fine print.

Connecticut has developed during the past century from a community largely agricultural to a highly industrialized center of factory production from which processed goods flow into foreign trade as well as domestic commerce. The State has become, also the home of huge corporations whose financial operations are far-reaching. Since banking is basic in such an economy, the banks themselves have extended their services, expanded their facilities, and made vital changes in methods of doing business. In a business world of rapidly shifting values and changing emphasis, naturally the banks

have found their operations must be altered in character from time to time. Some years ago emphasis in large commercial banks changed from loans to a division between loans and security investments. Later, the real estate account became a most important item. In the war years, the banks have been in highly liquid condition with an immense concentration of funds in Federal government securities. Nothing remains static in the world of finance, and therefore bank examinations, too, are in a state of change and development.

Milk Administrator

THE Connecticut Milk Marketing Act, passed by the General Assembly in 1941, set up a State agency with broad and effective powers of economic regulation. Long study and experience lay behind the writing of this legislation. Both State and Federal legislators, many departments of government, and even the courts, have wrestled with dilemmas inherent in regulation of the milk industry for many years. Because of the public importance of dairy products, and the great number of people engaged in this basic business, it is vital that the welfare of all be considered. Connecticut made an attempt to write model legislation and to do some pioneering in this complicated, diverse field of milk production and distribution. It granted the Milk Administrator wide and flexible powers surrounding him at the same time with guides and standards of administration, to safeguard all concerned from arbitrary or capricious enforcement. Behind the act was the purpose of promoting efficiency and economy, the elimination of unfair trade practices, to establish equitable relationships between producers and dealers, and finally to attain a just marketing situation between the entire industry and the consuming public.

The Milk Administrator fixes and enforces a minimum price which milk distributors must pay to milk producers for their product. This automatically makes business survival, for the distributor, depend in

large measure upon his efficiency and economy, and not at all upon his ability to buy his milk cheaper than his competitors. Fixing this price requires that the administrator make elaborate and exhaustive studies of all costs of production, availability of feedstuffs and other supplies, consumers' cost of living, and many other economic and marketing conditions.

Immediately the question arises of how the Milk Marketing Act works in practice. As an experiment in educating businessmen on the farms and in the distribution centers to think in terms of the entire industry, there has been a remarkable success. As a measure requiring for its successful operation, a high degree of cooperation between businessmen and those administering the laws, the Act has met the hopes of the legislators to a satisfactory degree. In the year 1945, milk producers were receiving returns of nearly nine cents a quart in contrast to returns of approximately three or four cents a quart during the depression of 1933. Of this total increase of about six cents a quart, it is estimated by the Milk Administrator that public regulation by law has accounted for approximately one-half of the advance. The remainder of the increase is due to the general improvement in economic conditions. The Administrator also notes that during the period the new State regulations have been in effect, dealers' profits have been as great as, or greater, than before.

The Governor appoints the Milk Administrator for a term of four years with the consent of the General Assembly. The appointee names a Deputy and the work of the Department requires a staff of approximately forty-five other persons. In the Department are an administrative section and three other main divisions. The Milk Regulations Division studies market experiences here and elsewhere and utilizes its facts in governing the application of regulations in Connecticut. Its researches form the basis of the Administrator's orders and regulations for the State. Trends of supply and demand must be taken into account. Considerable information is brought out in the Department's hearings. More comes from departments and representatives of consumers' organizations, and from dealers' as-

sociations, producers' cooperative marketing associations, and similar bodies. There are two sections in the Regulations Division. One is the Statistics and Licensing section; the other the Auditing section.

The Milk Regulations Advisor is the second divisional head under the Administrator. He assists in organizing and conducting hearings, digests the evidence gathered, and the value of facts disclosed by audits, statistics, and economic summaries. He also watches administrative procedure to see that it conforms with statutory purpose and authority and so minimizes the risk of obstructive litigation.

The third section of the work is carried on by the Enforcement and Field Investigation Division. This work is under the direct supervision of the Deputy Administrator. He sees that all dealers are properly licensed and maintains records of the number, nature and persistence of violations of orders, regulations and laws. He advises on procedure to maintain compliance and, if necessary, prepares cases involving litigation.

The auditing of the books and records of milk dealers, which are examined regularly, discloses whether or not payments to producers have been made in accordance with regulations. The Department's auditing force prepares report forms on which dealers record receipts of milk, sources of the product, and how it is utilized. Such information is vital to the working of the Milk Marketing Act. The Milk Administrator and his agents have the power to examine all accounts and to inspect the plants and equipment of all dealers. The Administrator has the power of subpoena over dealers and their books and records.

It is sufficient to record that the powers granted the Department are enforceable by methods set down in the statutes. There may be license suspension or revocation, fines or jail sentences, or both, these penalties varying with circumstances.

The expenses of this milk marketing control administration are covered, under the law, by a contribution from the industry as a whole but collected directly from the dealers only, in addition to the graduated license fee to which they are also subject. They pay a

contribution not to exceed two cents per hundred pounds of milk received. The law permits them to deduct one-half of this assessment, or one cent per hundred pounds of milk received from their payments to milk producers. This simplifies the bookkeeping.

One matter of fundamental importance not disposed of in the original marketing act was the setting of a definite standard for the adjustment of milk prices on the basis of butterfat content. This difficulty was resolved by passage in the General Assembly of 1945 of a law providing that the Dairy and Food Commissioner's Department shall take samples and make butterfat tests of the milk delivered to a dealer by a producer. The procedure for this testing is now definitely prescribed and carried out.

In the year ending June 30, 1945, the cost of the Milk Administrator's Department was \$129,224.26. Income and sources of revenue were as follows: from license fees, \$71,708.75; from penalties, \$1,854.50; administrative assessments against the industry, \$88,387.39; received from Federal market agent, \$24,361.27; and transfer fees, \$140. This made a total of \$186,451.91.

There has been one case of momentous importance in the courts affecting the structure of milk control. The Milk Administrator took an appeal to the Supreme Court of Errors because the lower court refused to issue a mandatory injunction commanding a dealer to make reparation to his producers, to whom he admittedly had paid less than the legal minimum price. The lower court claimed that as discretion was left to it, its choice was not to enjoin the dealer in this instance. The Supreme Court sustained the Milk Administrator in a decision of March 20, 1946.

Milk Regulation Board

THE Milk Regulation Board looks after the quality of our milk and cream supply by regulating its production and handling with a view to protecting our health. The Dairy and Food Commissioner, the Commissioner of Health, the Commissioner of Agriculture, and

the Commissioner on Domestic Animals are all members of the Board and are joined by four members appointed every four years by the Governor, with the advice and consent of the Senate. The four appointed members must be actually engaged in the milk business, two as producers and two as distributors.

The Board issues rules and regulations, after public hearings on their subject, on every phase of milk production from the cow and goat in their barns to the glass or bowl in the hands of the consumers. These rules are printed and distributed free to all producers and handlers of milk and all health officials. The Board also decides conflicts between producers and dealers, on the one hand, and enforcement officials, local and State, on the other.

The office of the Dairy and Food Commissioner serves as office for the Board. The appointed members receive \$20 for each session and their traveling expenses, paid out of the same Commissioner's appropriation. Sessions are held four times a year. The Dairy and Food Commissioner is usually elected Chairman, and his executive assistant in charge of milk inspection acts as Secretary.

Since 1918, when the Board was established, many of its regulations have become embodied in the statutes; and the function of the Board might be considered as an experimental one for working out enforceable quality requirements before their final adoption by the Legislature.

Wholesale Milk Producers' Council

THE Connecticut Wholesale Milk Producers' Council was created to study problems connected with the production and sale of milk and to report its findings and recommendations to the State Milk Administrator and the Governor.

Members are elected, three from each of the eight counties, by the resident wholesale producers. The Council assembles about once a month and there are both county and statewide meetings from time to time. The costs of this Council and its activities are met from

funds under control of the Milk Administrator. For the four years preceding June 30, 1945, the annual costs averaged \$1,238.50. Annual meetings in the counties have shown an increasing attendance as appreciation of the Council's studies grows. At the April, 1945, meeting, the State Director of the U. S. Agricultural Adjustment Administration reported that from October, 1943, to December, 1944, the Federal agency had paid to owners of 4,737 farms in Connecticut \$4,728,108 under the milk subsidy program. This is an average of \$998.12 per farm.

State Athletic Commission

ALL boxing and wrestling exhibitions where admission is charged, except those at educational institutions, are under legal regulations administered by the State Athletic Commissioner. He collects a tax of five per cent on gate receipts. Those persons actually connected with prize fights and wrestling shows are required to have permits or licenses to engage in this business. The taxes on boxing brought in \$7,697.49 and on wrestling \$3,614.37 for the year ending June 30, 1945. Permit and license fees added \$5,462 to this amount, making a total income for the State of \$16,773.86.

Expenditures for the same period were \$19,005.58 of which sum \$233.61 went for supplies and materials. Personal and contractual services amounted to \$18,771.97.

The Commissioner, who is named by the Governor for a four-year term, appoints a deputy, a secretary, an athletic exhibition inspector, clerk, and local inspectors as needed.

Department of Aeronautics

THE Special Session of the General Assembly in May, 1946, created a new Department of Aeronautics upon the expectation of great expansion of both commercial and private flying. The new Depart-

ment has general supervision of aeronautics within Connecticut, exercising broad powers. It takes over the work previously carried on by the former Department of the same name, and by the Airport Commission, and the Advisory Board on Aeronautics. The Department is now governed by the Commission of Aeronautics consisting of five members who have over-lapping terms of four years each. The Commission appoints a Director of Aeronautics, and a Deputy Director, the former being executive officer of the Department.

For the period ending June 30, 1945 aircraft registrations in the State numbered 350 and 1,480 pilot's licenses were in effect. There were on that date twenty-two airports approved for commercial flying. Two of these are owned by the State, seven by municipalities, and thirteen are privately financed. In recent years the Department has been expending between \$20,000 and \$25,000 a year from the General Fund for its operational costs.

As far as is known Connecticut was the first State to establish laws governing aviation. Also it is believed to be the first State to have a Department of Aeronautics. The first aviation laws were passed by the General Assembly in 1911, to be administered by the Secretary of the State; and later by the Department of Motor Vehicles. In 1927 a Department was created to handle matters relating to aviation. The State Airport Commission was created by the General Assembly in 1929 and authorized to purchase 300 acres of the Plant Estate, in Groton, to develop an airfield. This acquisition was named Trumbull Field. In 1933 the Commission was empowered to take full charge of any additional airport properties the State might acquire.

In 1941 the Legislature provided for the purchase of land at Windsor Locks and the establishment there of an air base. The Governor was given power to release all or part of it to the Army Air Force. Shortly afterward both Trumbull Field at Groton and the Windsor Locks property, called Bradley Field, were turned over to the Federal government. They were quickly developed into fully equipped bases. Trumbull Field was enlarged and permanent

runways and buildings constructed. The peace time potential of these fields appears large. At the time of writing they had not been returned to the State by the Federal government but such action was anticipated. The former Airport Commission, now absorbed, expended approximately \$1,800 a year from the General Fund for custodial purposes. The new Department of Aeronautics will have full legal authority over the large fields, now in Federal hands, when the State resumes charge. This includes management, renting, or sale of airports, shops, hangars or any other facilities.

The new Department of Aeronautics is directed by statute to foster and assist in the development of aeronautics, to encourage establishment of airports and other facilities. Also, it may establish the State airways system, chart it, issue regulations, notices, bulletins, and such maps as may be necessary in the public interest. The new agency is authorized to cooperate in acquiring, constructing, maintaining and operating air facilities. To this end it may accept Federal funds as well as other moneys. Naturally, the Department registers, licenses, and regulates use of aircraft, airports, and persons engaged in flying, such as pilots, students and instructors. It examines individuals and inspects aircraft. There is provision for full cooperation with the Federal regulations. To obtain a license in Connecticut both plane and pilot applying for a license must first have a Federal equivalent. Each craft licensed here is inspected once a month to satisfy the Department of its safety in operation.

In the financial operations of the Department of Aeronautics, other than those having to do with appropriations from the General Fund, there is authorized a departure from the ordinary course of State procedure. Under the present law all moneys received, such as fines, forfeitures, fees for licenses and registrations, are paid over to the State Treasurer for segregation in a special fund, known as the Airways and Airdromes Fund. This becomes available to the Department for broad general uses. With the approval of the Commissioner of Finance and Control this money may be used to advance any of the purposes for which the Department is created,

and shall be in addition and apart from any other appropriations the General Assembly may make.

It is interesting to note that the airways markings and directional signs formerly conspicuous throughout the State were obliterated during the war emergency. Now they must be restored and, for the present, markings are maintained from this special fund.

Unemployment Commission

THE Unemployment Commission is strictly an appeals board, and came into being late in 1937. The Governor appoints five members, one from each Congressional District, to serve five-year terms. If the number of appeals becomes too great, the Governor has power to add temporary commissioners. Any claimant of unemployment benefits whose plea has been disallowed by the Bureau of Employment Security may appeal to the Commissioner for his district. The Commissioner has power to reverse the decision of the Administrator of the Unemployment Compensation Act. However, appeals from the decisions of the Commissioners may be taken to the Superior Court by either the Administrator or the claimant of benefits.

Expenses of the Commission are paid from the Unemployment Compensation Administration Fund, the resources of which are from the Federal Bureau of Social Security. During the year ending June 30, 1945, the Commissioners considered 2,639 cases, 702 of which were withdrawn, 1,497 decided. The expense of the Commission for the same period was \$48,447.

Workmen's Compensation Commission

THIRTY-THREE years ago an employee injured at his work could collect damages and expenses, through court action, only if the employer had become responsible by some act of commission or omission which directly had caused or contributed to the accident. The Connecticut Workmen's Compensation Law made a new approach

to the need for remuneration in such cases. Generally speaking, the new law assumed that compensation for a worker injured during employment is a just charge against the employer. The Workmen's Compensation Commission, created by act of the General Assembly in 1913 and organized in October of that year, has five members appointed by the Governor for overlapping terms of five years each. There is a commissioner located in and representing each of the five Congressional districts, with offices in Hartford, Norwich, New Haven, Bridgeport and Waterbury, respectively. The Compensation Commissioners act as referees between the parties in applying the provisions of the Compensation Act. They hear testimony under oath, make findings of fact, summon witnesses, see that proper medical attention is furnished and that certain scheduled benefits to the injured are paid promptly.

Findings by the Commissioners are filed with the Superior Court. Where there is no disagreement, cases may be settled by mutual consent subject to the approval of the Commissioner of the district involved. In the first year of the Commission's existence, there were approved 3,444 undisputed settlements. In the same period 106 hearings were held and 18,054 accidents reported. For the year ending June 30, 1945, there were 21,484 accidents reported and 2,752 hearings held. In this period 16,991 agreements and stipulations were approved. It is estimated that during the year approximately seven million dollars was paid out to injured workmen.

Expenses of the Commission for the year closing June 30, 1945, were \$85,030, with capital outlay of \$889, making a total of \$85,919 expended from the General Fund. In all five districts the Commission maintains a total of approximately eighteen employees.

Liquor Control Commission

SINCE the year 1935-36 the fees collected by the Liquor Control Commission from permits for the manufacture and sale of beer, wine and spirits have never been less than \$1,900,000. The Commis-

sion has an even greater social obligation to the community in controlling the number, location and character of establishments selling intoxicating beverages and in the successful interpretation of laws governing liquor traffic.

In 1933 the General Assembly gave Connecticut a Liquor Control Act and the Liquor Control Commission to implement the law. The Governor biennially appoints one member of the three-man board and names the Chairman. The Commissioners are salaried officials and they employ an Executive Secretary and approximately forty-seven staff workers. Of these sixteen are inspectors who, to some extent, police the liquor trade by checking qualifications of applicants for permits, investigating places for which licenses are sought, looking into charges of law violations on premises where liquor is sold, and reporting their findings to the Commissioners.

In the year 1944-45, it cost approximately \$130,000 to transact the Commission's business and the board collected \$2,340,456 in fees for permits. The total of fees collected for 1944-45 was the largest in the State's history. For the biennium 1943-45, the Commission issued 14,049 permits, revoked fifty-three, cancelled 964, and suspended 661. Liquor taxes imposed by the legislative act of 1933 are not a concern of the Commissioners; they are collected by the State Tax Department.

The general provisions for administration of the Liquor Control Commission's activities include granting permits upon application after investigation and hearings, if necessary; appeals from revocations and suspensions; records of purchases and sales; registry of employees and salesmen; conduct of the business in regard to hours, sales to women and minors; prevention of frauds and unfair trade practices; use of signs; and attempted circumventions of the law. The Commission registers all brands of liquor offered for sale in the State before permitting sales; and it must approve places used for the storage of liquors. It may call upon other State agencies and upon municipal authorities for assistance in carrying out its duties of inspection or enforcement. It issues twenty-six kinds of liquor

permits with fees varying from \$10 to \$1,000, according to the statutes. The law provides that all contracts and legal actions based upon illegal sales of intoxicants are void and unenforceable. The board may revoke, after hearing, permits obtained by fraud; and liquor either manufactured or sold in violation of the statutes is declared a nuisance. Biennially, the Liquor Control Commission makes a detailed report to the Governor. Its headquarters is in the State Office Building where it has a hall for hearings which will accommodate 200 persons. The Commissioners preside at all hearings.

Department of Labor and Factory Inspection

As early as 1873 the General Assembly recognized the rising tide of industrialism in Connecticut and set up the State Bureau of Labor Statistics. The purpose of the Bureau was to collect data, and report, chiefly on the sanitary conditions in commercial and industrial plants. At the next session the undertaking was abolished, not to be revived until ten years later, 1885. In 1887 the office of Factory Inspector also was established by the Legislature. It was a one man job, but the Inspector could hire assistants provided he expended no more than \$1,500 in any one year for such aid. These were the small beginnings from which there was developed in 1915 the present Connecticut Department of Labor and Factory Inspection which expended in the year 1944-1945 approximately \$682,771. to carry out its statutory duties. This was a drop in expenditures from the peak year, 1941-1942 when the cost was \$1,259,874. The recession in Department disbursements was due almost entirely to the Federal government's temporary assumption of the Employment Service. In recent years the number of persons employed in the Department of Labor and Factory Inspection has fluctuated between 500 and 900. This personnel variation has been due to peak periods of activity in the Unemployment Compensation Unit of the Department.

At present the Department is composed of three main bureaus. They are chiefly concerned with gathering labor statistics, making factory inspections, and promoting employment security. In addition are two agencies allied with the Department and semi-dependent upon it. These are known as the State Board of Mediation and Arbitration and the State Labor Relations Board.

The Bureau of Labor Statistics collects, analyzes and makes public facts and figures on all phases of employment in Connecticut. Its work ties in with the over-all surveys compiled for all states by the United States Department of Labor. By Legislative direction the Minimum Wage Division of the State Labor Department is attached to this particular Bureau. The Minimum Wage Division surveys industrial and commercial establishments with respect to minimum pay for various kinds of employment. When needed, a Mercantile Wage Board is appointed, to hold hearings. As a consequence of its findings orders and regulations issue from the State Labor Commissioner's office. This division, in addition, handles wage claims made by individual workers. Here the individual is aided in collecting moneys due him provided it is established they are withheld illegally by his employer. For instance, in the year ending June 30, 1945, the Minimum Wage Division made 9,314 inspections; and as a result the Commissioner issued 1,630 orders. In 525 cases he ordered employers to pay workers back wages amounting to a total of about \$16,467.

The Bureau of Factory Inspection reached a new peak in 1945 when 24,727 inspections were made. These were the examination of 8,793 manufacturing plants, of 8,653 mercantile establishments, of 4,609 elevators, 304 steam boilers, and 2,368 inspections of places where bedding is manufactured and upholstery done. These led to issuance of 16,061 orders directing correction of conditions found not in accord with the law. It was necessary to prosecute in seventeen cases out of which came sixteen court convictions. Such inspections are partly for the protection of workers but their ultimate effect is equally a protection for the employer who may be held liable, and for the

protection of insurance companies where they assume the liabilities. They also affect a protection of the health and welfare of the general public. In the vast majority of cases where inspections by the State reveal unsatisfactory conditions conferences with owners and employers result in corrections. There rarely is a resort to court proceedings. During the war years the statutory requirement for elevator inspections was arduous, both because the Bureau has been short of manpower and because owners have had great difficulty in obtaining replacement and maintenance materials. As a result, only so called "operating permits" have been issued on some elevators, instead of the customary permanent certificate.

The Bureau of Employment Security has two universally known operating divisions. They are the Unemployment Compensation Department and the Employment Service. The General Assembly has made the Commissioner of Labor administrator of both these undertakings. The Employment Service was "loaned" by the Governor to the Federal government December 19, 1941 when it became an agency of the War Manpower Commission. In the summer of 1946 the return of this agency to State control was expected momentarily.

The Unemployment Compensation Department of the Bureau was created at a special session of the General Assembly in 1936. Its basic function is collection of payroll contributions from liable employers (certain employers are exempted) and the payment of benefits under the Compensation law to qualified applicants. This work requires eighteen full-time field offices operated in conjunction with the Employment Service. Furthermore, this Department cooperates with the administrator of veterans' affairs and acts as representative of his office for the payment and adjudication of the service men's readjustment allowances.

The Bureau of Employment Security, at present, is entirely supported by moneys from the Federal government. Its operations are under both Federal and State supervision and control.

The Unemployment Compensation Department, following the

wholesale layoff of workers after V-J Day, has met immense responsibilities. Its staff was much enlarged to process claims for benefits. This was complicated by the Legislature's liberalization of the unemployment compensation law so that Connecticut provides for a longer benefit period, and also grants additional benefit payments where there are dependents. Between V-J Day and December 31, 1945, there were filed 712,802 claims.

Post-war management-labor disputes have required additional mediation agents in the Connecticut Department of Labor. The Board of Mediation and Arbitration is composed of individuals representing management, organized labor, and the citizenship at large. During the period of disputes this Board has participated in 176 controversies, of which eighty-one were settled by mediation, and thirty-one by arbitration. During that time sixty-four work stoppages of relatively short duration were brought to the attention of the Board. Of these, fifty-three were ended by mediation, and four by arbitration. Three lockouts were settled by mediation.

Complaints of unfair labor practices are filed with the Labor Relations Board of the State Labor Department. This Board employs three full-time agents who constantly are busy collecting factual data and promoting understanding of the law.

At the direction of the Governor, and in cooperation with Federal activity, the Commissioner of Labor has established a State Apprenticeship Council. It works with the Apprenticeship Training Service which approves programs enabling veterans to take training in trades. The Council also approves courses set up by industrialists. In 1947 it is expected 4,000 men will be employed in approved training courses in Connecticut.

Another duty placed upon the Labor Department is regulation of industrial home work. The Department also is the source of licenses issued to employment agencies. In the summer of 1944 a survey of employment in Connecticut tobacco fields was made by the Department. There is no statutory regulation concerning employment of minors in these tobacco fields. Some agreements were reached with

tobacco field employers concerning their employment of young boys and girls.

Unemployment compensation finance runs into astronomical figures. As of June 31, 1945, there was available at Washington to the credit of Connecticut, \$169,363,798 for payment of unemployment compensation claims in this State. This credit would pay twenty-two dollars a week for the full twenty weeks to 385,000 workers. It seems improbable there ever will be such a drain on this fund as to exhaust it. For the nine and one-half years from January 1, 1937 to June 30, 1945, there has been collected for this fund, from employers, \$190,657,000 to which the Federal government has added \$10,597,000 interest. From this total in excess of \$200,000,000 there has been expended in payments, during the same period, \$31,149,000. This means benefit payments have run about sixteen per cent of collections.

State Labor Wage Board

WHEN the State of Connecticut either constructs, remodels or repairs buildings, highways or bridges, the prevailing wages in each locality for the various classes of workmen are a minimum requirement on all such undertakings. This is provided by statute law. What the prevailing wage rate is in each locality and for each class of labor is determined by a board of three persons appointed by the Governor. One member of the Board represents labor, another the construction employers, and the third represents the State. This Board establishes the necessary classifications of workmen and determines what the prevailing minimum wage is in each locality for each class. Where a question of fact arises, the Board holds hearings. Its findings then must be embodied in construction contracts on such State work as a minimum wage requirement. The three persons serving in this fact-finding capacity comprise what is known as the State Labor Wage Board. Members are paid twenty dollars a day for each meeting in lieu of expenses. The cost of operations for the Board

is met from the General Fund. For the year ending June 30, 1945, this expenditure amounted to \$1,180.

Public Utilities Commission

THE Public Utilities Commission's broad powers of regulation impose upon it duties which touch the pocketbooks and safety of all the people of the State. This work requires the full-time services of three Commissioners and a staff of approximately forty persons. The Commission regulates public service corporations and organizations. It examines thoroughly their physical condition and operation, their financial arrangements and rate structures, collects similar data on municipal utilities, investigates causes of accidents in connection with these various enterprises and recommends remedies. The offices, files and library of this agency are housed in the State Office Building. The three Commissioners are nominated by the Governor and appointed by the General Assembly, each Commissioner acting as Chairman of the Board for one year, in rotation. They determine policy, preside at hearings, and direct all activities of the various divisions of their organization. They also appoint a secretary and employ accountants, engineers, and clerical workers.

Well over 150 public service companies and municipal departments come under the jurisdiction of the State Utilities Commission, including corporations supplying gas, electricity, water, railroad and street railway transportation, telegraph, telephone and express facilities. The Commission also exercises jurisdiction over 4,911 motor carriers, including bus, truck and taxicab services.

The Public Utilities Commission has received numerous inquiries regarding granting of certificates to transport persons and commodities by air within the State. At present, the Connecticut statutes give the Board no powers to regulate this type of transportation. Recently, the Congress has been considering possible legislation which, if enacted, would give the Federal government exclusive jurisdiction

over all air transportation, including even that which is entirely within the borders of any one state.

The Board of Commissioners accepts complaints against public service organizations and holds hearings under the same conditions as are followed in court procedures. It issues its orders in writing, and these are enforced where necessary through the Superior Court by a schedule of fines.

In order to make its work effective and its reports uniform, the Commission issues many regulations. Among them are: uniform systems of accounting and auditing for utility companies, rules and standards for the various services rendered, and liability insurance by motor carriers. During the war additional regulation was required for the emergency which involved frequent notifications of changes.

The State statutes require the Commission to make annual reports to the Governor stating the general conduct and financial condition of all public service companies, with recommendations for improvements, including similar information concerning municipally owned services. The costs of the Public Utilities Commission for the year 1944-1945 were \$141,519. This was offset by total receipts from the issuance of markers, permits and otherwise of \$65,838.86.

Military Department

ON May 11, 1637, the General Court, sitting in special session at Hartford, created the military arm of government which by that act became the first branch of the executive power of the State. There were eleven members of that legislative assembly which resolved to recruit ninety men, appointed John Mason to lead an amphibious expedition against the Pequots, and voted the necessary supplies. So began the martial history of the inhabitants of this colony which runs down through many campaigns and wars both foreign and domestic. Its modern expression is the Military Department of Connecticut, given this title and streamlined to meet new conditions, by act of the General Assembly in 1943.

In the early years of the settlement the General Court laid down regulations for the military forces which were under command of the Governor in his capacity as Captain-General.

In 1708 the Governor became Commander-in-Chief of the Militia and with this organization Connecticut played its heroic part in the Revolution. In 1782 the General Assembly created two branches of the military by naming an Adjutant General and also a Quartermaster General to serve under the Governor. The former officer was to have charge of recruiting, training, and maintaining State troops; the latter was to deal with quartering and supplying the armed forces. In the midst of the second World War, bringing in a thousand complications and new service commands, a better integration and a more direct succession of responsibilities were found necessary.

Today the Military Department of Connecticut looks to the Governor as its Commander-in-Chief. The Governor's Chief of Staff is the Adjutant General who heads the entire Military Department.

This reorganization in no way changed the work to be done or the duties and power to perform it. There still remain the essentials of recruiting, training and maintenance which are functions obviously apart from those which fall to a quartermaster department. So the Military Department is composed of two main divisions, one being the Adjutant General Division; the other the Quartermaster Division. The Adjutant General Division directs the affairs of the National Guard, the Naval Militia, the Governor's Guards, and in the absence of the regular State troops and the Naval detachment, it directs the State Guard which becomes the organized militia.

Prior to the second World War, the National Guard averaged 5,000 men and the Naval Militia a force of 250. When these units left Connecticut for the Federal service, they had been expanded by recruiting to 7,500 men in the National Guard and 285 in the Naval Militia. All the records of service including promotions, engagements and casualties have been kept in the Military Department's archives by means of information received from the offices of the Adjutant General of the United States.

In August, 1941, it was necessary to create in Connecticut the State Guard, or organized militia. This was required by the statutes providing that there be maintained at all times a minimum force of 2,500 men under arms either as militia, National Guard, Naval Militia, or a combination of such units. The State Guard has maintained an average of more than 3,000 men during the entire period of the recent war. Because of the draft and shifting conditions of labor, the personnel of this force was changing continuously. Between 1941 and 1946 there were more than 15,000 enlistments in the militia and more than 11,000 discharges. The paper work involved in itself was an immense problem not to mention the activities entailed in training such an unstable personnel and keeping it in readiness for patrol duties, guard work, and whatever emergencies arose. This difficult assignment was fully achieved.

The Adjutant General in Connecticut is the representative here of the United States War Department in its dealings with the National Guard of the State. Similarly he is the representative of the Navy Department in matters concerning the State Naval Militia. The Governor and his chief of staff, the Adjutant General, issue their orders regarding the State Guard through the Adjutant General's division of the Military Department. In addition to these routine military procedures, the office of the Adjutant General has maintained a record of all of Connecticut's selectees which forms a permanent part of the archives.

The Quartermaster Division of the Military Department is charged with maintenance and care of the twenty-four armories scattered about the State; also for the camp at Niantic, the military reservation at East Lyme, and several rifle and pistol ranges. In physical extent this means the maintenance of 130 buildings and 2,728 acres of land. The total value of this property, after depreciation, is well in excess of \$5,250,000. Many of the present armories are quite old and were not designed for modern equipment, so replacement value has been estimated to be in excess of \$20,000,000.

In addition to the duties mentioned, the Quartermaster Division

also is charged with the receipt, storage, care and repair of all military supplies and ordnance received for State use from the War and Navy Departments of the Federal government.

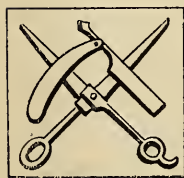
Architectural Examining Board



FIVE Connecticut architects, appointed by the Governor for five-year terms, constitute the Architectural Examining Board which issues certificates of registration to those found qualified in this profession. The statute creating this Board provides a fine of \$500 or a year in jail, or both, for use of the title "architect" by any person not holding a certificate from this Board. Examinations are held twice a year. They conform to the syllabus of the National Council of Architectural Registration Boards which makes successful candidates here eligible for a National Council certificate, entitling them to practice in practically all other states. The result of this arrangement is shown for the period March 1, 1944, to March 1, 1946, in the fact that in this state twenty-eight architects were admitted to registration through certification by the National Council as against ten accepted by examination.

On March 1, 1946, there were 660 certificate holders registered in Connecticut of whom 233 were not resident in the State. The Examining Board pays all its expenses from fees collected. For the year ending June 30, 1946, the expenses of the Board were \$2,017.52 and its receipts \$3,168.44. The Board elects officers, the Secretary being the administrative head.

Board of Examiners of Barbers



EVERY four years the Governor appoints one examiner of barbers and two deputies, all of whom are salaried officials. The Chief Executive must select his appointees from lists submitted by the Journeymen Barbers' Protective Association and the Master Bar-

bers' Protective Association; both statewide organizations. The Chief Examiner is Chairman and Treasurer of the Board, which appoints assistants and inspectors. It issues licenses to barbers upon examination; and licenses to barber shops and barber schools upon investigation and inspection. The Board registers all apprentices in the trade, governs the length of apprenticeships, and enforces a regulation requiring the exclusive employment of registered personnel in all shops. It sets the hours of labor and the days when shops shall be closed.

The costs of this Board for the year ending June 30, 1945, were \$13,238.79 and the receipts from fees \$12,745.21. Violations of the Board of Examiners of Barbers' rules and regulations may be punished by fines not exceeding \$100 or 30 days in jail or both.

In 1944-1945, the Board's records showed 3,026 barbers licensed and 1,621 shops with 80 registered apprentices.

Board of Examiners in Chiropody



THOSE practicing chiropody in Connecticut must hold licenses issued by the State Board of Health. However, it is the Board of Examiners in Chiropody which certifies candidates, after examination, or upon presentation of licenses from other states. The Commissioner of Health sits with the Board as an ex officio member. The Governor appoints each year one member to this Board who serves a three-year term. The Chief Executive's selection is limited to choice from a list submitted to him by the Connecticut Chiropody Society.

In the year closing June 30, 1945, the Examiners certified seven candidates. In its previous seven years of existence the Board had certified sixty persons as qualified for this employment. The Board of Examiners makes its own rules and regulations and may revoke, suspend, or annul licenses; and it may exact penalties for practicing

without a license. It is required by law that the Board's expenses be kept within the amount collected in fees, which is usually only a few hundred dollars.

Commission on Opticians

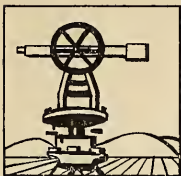


IN 1935 the Connecticut General Assembly created the Commission of Opticians. It was empowered to make its own rules and regulations governing labor in the opticians' trade; to collect fees for licensing various classes of workers; and to require that all retail optical shops be licensed. The Governor appoints five Commissioners every three years, but his choice is limited to selections from a list submitted by the Connecticut Opticians Association. Use of the word, "optician," by any person not holding a license may be punished by a fine not to exceed \$200 or six months in jail, or both. Penalties for other violations of its labor or business code may be punished by fines not to exceed \$100 or six months in jail, or both. The board elects the usual officers; the Secretary being the administrative head empowered to employ clerical help and inspectors.

On July 1, 1945, there were in Connecticut 188 opticians holding licenses, also twenty-five assistant opticians, twenty-three mechanical opticians, and eleven assistant mechanical opticians. Permits to do business were held by fifty optical establishments; and 1,356 permits to sell optical goods were in force. For the year ending June 30, 1945, the Commission's expenses were \$2,292.03 and its receipts from fees collected \$2,009.48.

Reports to the Governor by the Commission inform him that since the creation of this board there has been improvement in the character of their business and in the nature and quality of products offered for sale. Qualifications for employment in the different classes of labor have been raised by improving the examinations and requiring higher passing marks.

Board of Professional Engineers and Land Surveyors



MORE than 2,000 professional engineers and land surveyors hold licenses from the State Board of Professional Engineers and Land Surveyors. The penalty for engaging in this occupation, having some thirty-three classifications, without a license, is a fine of not more than \$500 or three months in jail, or both. The Board makes its own rules and regulations, including preparation of examinations, and makes public annually a list of all registered workers.

Annually the Governor appoints one member of this Board to serve a five-year term. The Secretary of the Board is the paid administrator. This commission was created by the General Assembly in 1935 and pays its expenses from fees exacted. For the year ending June 30, 1945, the Board's receipts were \$5,025.75 and its expenditures were \$5,338.25. It has promulgated a code of ethics for engineers and land surveyors and a code of recommended practice for standards of accuracy in map making.

Commissioners of Pharmacy



FOR employment in Connecticut all pharmacists and assistant pharmacists must hold licenses from the Commissioners of Pharmacy. All apprentices at this work must be registered with the board and relief workers must hold permit cards. The Commissioners also control the licensing of all pharmacies and they make and enforce regulations for the conduct of the retail drug selling business. They pass upon the fitness of druggists applying to the Liquor Control Commission for permission to sell alcoholic liquors. The board also issues permits for the sale of patent medicines and packaged drugs in retail shops other than drug stores.

This Commission is a body of five members, each one serving a five-year term. Annually the Governor appoints one member who

must be selected by him from a list of six names submitted by the Connecticut Pharmaceutical Association.

Besides electing a president, the board selects a secretary-treasurer who is its executive head having quarters in the State Office Building. Under him is a chief inspector who has charge of examinations, licenses, hearings, inspections, and the clerical work of the board. One of the regulations enforced by the board is that applicants for a pharmacist's license must be graduates of a four-year college of pharmacy course and have had one year of practical experience.

The costs of the Commission for the year ending June 30, 1945, were \$20,058.75 and its receipts from fees, \$22,744.11. The Commission pays to the State Treasurer any balance in its account in excess of \$1,500.

Board of the Healing Arts



IN 1925 the General Assembly of Connecticut decided no one should practice the art of healing the ill, no matter to what school of medicine he belonged, without a State certification that he possessed a thorough grounding in the basic sciences. Certification by the Board of the Healing Arts is a prerequisite to any person's application for a license. The licenses are issued to candidates, after further examination, by the several State Boards empowered to examine and register medical practitioners. The Healing Arts Board is empowered to hear complaints against any person practicing any of the branches of medicine but this is not an onerous task. In the 1942-1944 biennium not a single complaint was received.

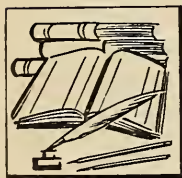
The State Board of the Healing Arts is composed of three laymen appointed by the Governor for terms of six years and their expenses are paid from the General Fund. Expenses of this State agency run to somewhat more than \$4,000 a year and the income of approximately \$500 from fees is turned over to the State Treasurer.

State Dental Commission



THE Connecticut Dental Commission, created by the General Assembly in 1939, is empowered to set standards, to examine, license and discipline all who practice in this State as dentists, assistant dentists, or dental hygienists. The Governor appoints the five members to five-year terms, but must select Commissioners from a list of ten names submitted to him by the Board of Governors of the Connecticut Dental Association. The remuneration is \$10 a day and expenses when serving the State. Twice a year the Commission holds examinations at which all Commissioners are present. One member of this board serves as President and another is chosen as Recorder at a salary of \$2,500 a year. Once a year the Recorder publishes an official register of all persons holding licenses from the board and this is sent to all Town and City Clerks. In normal years the expenses of the Dental Commission practically are offset by receipts from license and registration fees, but recently expenses have exceeded fees received. In the year 1943-1944 the excess of expenses over receipts was approximately \$1200 and in 1944-1945, it was substantially \$1600.

State Board of Accountancy



IN order to use the title "Certified Public Accountant" any person doing business in Connecticut of this nature must hold a certificate granted by the State Board of Accountancy. Certification is obtained either by written examinations conducted by the Board or through the Board's acceptance of certification in another state. Each year the Governor appoints one Board member, from among certified public accountants, to serve a three-year term. Examinations, held in the State Capitol, are based upon questions promulgated by the American Institute of Accountants. Examinations take place at least

once a year. All expenses are paid out of receipts. For the year ending June 30, 1946, the costs were \$1,744.35 and the receipts \$1,750. This Board began its functions in 1937 and on the date above mentioned had issued a total of 376 certifications. There has been one revocation, later restored, and no licenses have been suspended.

Board of Chiropractic Examiners



EXAMINATIONS leading to issuance of certificates of qualification in chiropractic are conducted by the Board of Chiropractic Examiners. The Board's records of examinations and of approved chiropractic schools go to the State Department of Health. The Governor annually appoints one Board member to serve three years, making his selection from a list submitted by the Connecticut Chiropractic Association. As of June 30, 1945, there were eighty-one persons holding certificates from the Board. Eleven licenses have been issued in the eight years preceding that date. For the year ending June 30, 1945, the Board's costs had been \$276.95 and its receipts \$625. All fees are remitted to the State Treasurer. The practice of chiropractic without a State license entails a fine not to exceed \$200 or one year in jail, or both.

Board of Examiners of Embalmers

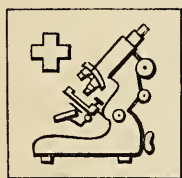


BY authority of the Connecticut General Assembly the Board of Examiners of Embalmers issues licenses to those engaged in the care, preservation or disposal of cadavers. It registers apprentices employed in the funeral arts, provides for a two-year minimum of experience, and a minimum of 100 cadavers embalmed. Examinations for licenses require a practical demonstration of proficiency. Since 1941 funeral directors have been required to obtain licenses, after

examinations satisfactorily passed. The inspection of funeral homes was instituted in 1937 and the Board makes rules and regulations for the conduct of their affairs which, if satisfactory, results in certification of such establishments.

The Governor appoints the five members of the Board of Examiners of Embalmers to serve three-year terms. This commission is empowered to expend balances in excess of \$500 each year for demonstration purposes in pursuing its work. It fixes fees and makes rules for the conduct of the profession, reports annually to the Governor, and on July 1, 1945, had a cash balance of \$20,063.94.

Homeopathic Medical Examining Board



MEMBERS of the Homeopathic Medical Examining Board are appointed by the Governor to serve five years. There is one appointment annually and those selected are members of the Homeopathic Medical Society. The Board issues licenses to those who successfully pass its examinations. These are held three times a year, if necessary, and the papers, marks, and results are filed with the State Board of Health. A list of approved homeopathic medical schools also is filed there annually. In the eight years preceding June 30, 1945, the Board had granted a total of thirty-eight licenses. For the year ending on the above date, the Board's expenditures were \$155 and its receipts from fees \$100.

Medical Examining Board



THE Medical Examining Board consists of five persons, one appointed each year for a five-year term, by the Governor. The Board Secretary is the administrative officer and he also is the Executive Secretary of the State Medical Society. The purpose of the Board is to issue certificates to practice medicine and surgery to

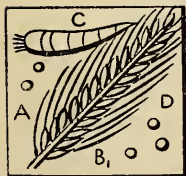
those meeting the requirements. Examinations are held in all subjects prescribed in the statute law. However, the Board may accept licenses issued in other states in lieu of examinations; or it may accept a diploma from the National Board of Medical Examiners. All fees are remitted to the State Treasurer and the Board keeps expenses within its income. Examinations are held at least three times a year; results placed on file with the State Board of Health. The Medical Examining Board also sends to the Health Board a list of approved medical schools. Expenses for the year ending June 30, 1945, were \$5,354.73 and receipts \$4,950.50. On the above-mentioned date the Board had 1,835 active licenses on record, this number including homeopathic physicians and surgeons.

Board of Examiners of Midwives



THE State Department of Health annually appoints one member of the Board of Examiners of Midwives to serve for three years, selecting appointees from among registered physicians and osteopaths. When necessary the Board conducts examinations for licenses. For the eight years ending June 30, 1945, but one license has been granted; and on that date twenty-six were in force. Since 1939 there has been no expenditure of funds and no receipts. The Board may revoke licenses for cause.

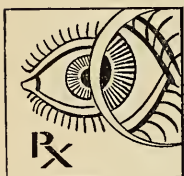
Board of Natureopathic Examiners



THE Board of Natureopathic Examiners issues licenses for the practice of natureopathy to those who qualify after examination. The Governor annually appoints one member of the Board to serve a three-year term. The Board files complete records of candidates, examinations and results with the State Board of Health; also a list

of approved natureopathic institutions. As of June 30, 1945, there were sixty-four practitioners of natureopathy licensed in Connecticut; nine licenses having been granted in the preceding eight years. For the year ending on the above date the Board's expenditures were \$331.53 and its receipts \$1,025.21.

Board of Examiners in Optometry



THE Board of Examiners in Optometry consists of members who must be selected for appointment by the Governor from lists submitted to him by the Connecticut Optometric Society. This is a five-member Board which makes its own rules and regulations for examination and certification of those wishing licenses to practice in Connecticut. The State Department of Health issues the licenses and the Optometry Board pays its expenses from the fees exacted for certification. The penalty which may be imposed for practice without a license is a fine not to exceed \$100 or three years in prison, or both.

For the year ending June 30, 1945, the Board's expenses were \$1,476.37 and its receipts \$1,375. The number of license holders as of June 30, 1945, was 288. The Secretary-Treasurer of the Board is administrative head.

Board of Examination and Registration of Nurses



FOUR registered nurses and an instructor in a school for trained attendants make up the Board of Examination and Registration of Nurses. Appointments to the Board are made by the Governor. The Board issues licenses to nurses and to trained attendants, after examination; and it maintains a register of training schools which have been approved after examinations, made yearly. Certificates may be granted to registered nurses by reciprocity with other states.

The Board employs a permanent secretariat, the Secretary-Treasurer of the Board being administrator. This is a salaried position. Clerical assistants are employed under the merit system. As of June 30, 1945, there were 9,815 active registered nurses, holding licenses from the Connecticut Board and 2,044 trained attendants. About 2,700 of the licensed nurses were in Federal government employ and 119 of the trained attendants were also in national service. The age requirement for registration is twenty-one years. The required graduate nurse program of instruction is twenty-eight months.

The Board pays its expenses from fees collected, remitting such funds to the State Treasurer daily. For the year ending June 30, 1945, expenses were \$12,162.22 and receipts \$10,310.25.

Board of Examiners of Psychologists



THE 1945 session of the General Assembly established the legal designation of certified psychologist. Only those who fulfill the requirements and who pass the examinations of the Board of Examiners of Psychologists may legally designate themselves as certified psychologists.

The Board consists of three psychologists appointed by the Governor to serve for three years each, one of whom the Governor designates as Chairman.

As of July 1, 1946, fifty-one persons had been certified by the Board.

Board of Osteopathic Examination



THE Board of Osteopathic Registration and Examination examines and certifies candidates who wish to practice this treatment and they then obtain licenses from the State Board of Health. This examining Board makes its own rules and regulations and pays

its expenses from fees charged for certification and examination. Fines not to exceed \$100 may be assessed against any person practicing osteopathy without a State license.

From among the resident osteopaths the Governor biennially names three to be members of the Board for two-year terms. There were no activities and no licenses were issued in the year ending June 30, 1945. However, at that time seventy-five persons were holding licenses and the Board had a balance in its fund of \$1,694.15.

Board of Examiners of Physiotherapy Technicians



THERE were 125 physiotherapy technicians licensed by the State of Connecticut as of July 1, 1945, according to records of the Board of Examiners of Physiotherapy Technicians. The Governor appoints, annually, one member of this Board to serve five years. Practicing without a license is subject to a fifty dollar penalty, according to the statutes. The Board makes its own rules and regulations and pays expenses out of fees exacted. The Governor's selection of Board members must be from a list of names of physicians submitted by the State Medical Society. The Board's Executive Secretary is paid for time devoted to the work. For the year ending June 30, 1946, the expenses of this agency were \$355.08 and the receipts from fees \$270. Examinations are conducted by the Board but the actual licenses are issued by the State Department of Health.

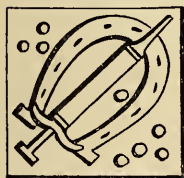
Tree Protection Examining Board



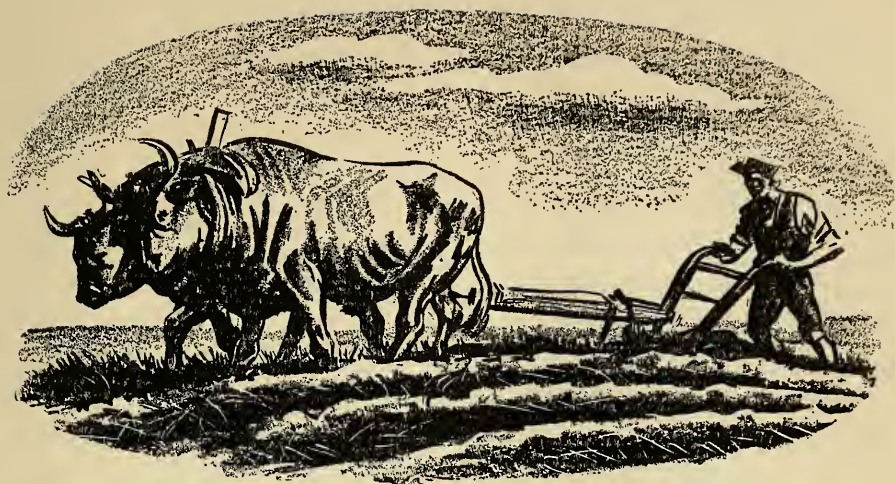
THOSE who set up in business as tree experts, according to Connecticut law, are required to hold certificates from the Tree Protection Examining Board. This Board may exact a penalty of \$100 fine for such persons practising without a certificate. Li-

censes may be revoked for cause. All examinations are written; the Board marking the papers and inspecting work if necessary. In a typical year, 1944-1945, the Board's expenses were \$317.85 and its receipts from fees \$570. Biennially the Governor appoints two Board members, one of whom must be a tree expert. These appointees serve with the Botanist, Entomologist, and Forester of the Connecticut Agricultural Experiment Station, who are members ex officio. This commission issues and enforces rules and regulations concerning tree workers and pays its expenses out of fees charged, reporting yearly to the Comptroller. On July 1, 1945, there were 229 holders of regular licenses and thirty holding certificates limiting their work to fruit orchards.

Board of Veterinary Registration and Examination



THOSE who practice veterinary medicine and surgery in Connecticut must hold licenses from the Board of Veterinary Registration and Examination. Meetings of the Board and examinations are held in offices of the Commissioner on Domestic Animals. Expenses of the Board are paid from fees. The costs in the year ending June 30, 1945, were \$377.69 and fees were approximately the same. Each year the Governor appoints one Board member to serve five years, making his selections from among resident veterinarians of at least five years' experience. The Board may revoke licenses for cause. Penalty for violations of the law requiring licenses is a fine of not more than \$300 for a first offense; or not more than \$500 for subsequent offense or one year in jail, or both.



NATURAL RESOURCES
HEALTH
AND
SANITATION

DEVELOPMENT AND CONSERVATION OF NATURAL RESOURCES

Biennial Appropriations and Authorized Estimated Requirements of Funds

	1937-1939	1941-1943	1945-1947
Department of Agriculture	\$248,676	\$181,330	\$219,720
Agricultural Experiment Station	450,504	624,191	826,623
Regional Marketing Authority	—	200,000	—
Board of Fisheries and Game	484,390	581,359	871,955
Shell-Fish Commission	26,110	40,943	38,811
Water Commission	110,490	164,737	147,425
Development Commission	40,000	148,500	478,650
Board of Mosquito Control	—	40,000	124,730
Port Survey Commission	—	—	50,180
Geological and Natural History Survey	8,000	8,450	12,850
Commission on Forests and Wild Life	8,218	59,500	122,530

CONSERVATION OF HEALTH AND SANITATION

	1937-1939	1941-1943	1945-1947
Department of Health	\$767,810	\$1,567,750	\$4,437,616
Domestic Animals Department	401,490	696,924	1,051,474
Dairy and Food Department	214,210	218,388	321,140

Department of Agriculture

THE State Government's concern for the planned development of agriculture in Connecticut turned to direct action as early as 1866 when the Assembly created the State Board of Agriculture. The original purpose of this Board simply was to supply material benefits to farmers as a group. However, not long after this new State agency began to function, agriculture entered into a new age. Unforeseen things began to happen—scientific discoveries and mechanical inventions—destined to revolutionize the use of the land for man's nourishment. These developments have continued ceaselessly to alter methods of farming and the nature of marketing food products.

Shortly after the turn of the century, horticulture and animal husbandry had moved completely into the realms of science. Chemistry and biology, together with mechanical invention, had changed agriculture more in a quarter century than it had been altered in the previous two thousand years. In 1925 the General Assembly created the Connecticut Department of Agriculture in recognition of the pressing needs for many additional State services to solve problems of modern farming, and modern marketing.

The Governor appoints the Commissioner of Agriculture for a four-year term. The Commissioner names a Deputy, many inspectors, statisticians, and the necessary clerical workers. His duties and authority are extensive. However, in Connecticut, the Department of Agriculture is but one of four State agencies dealing with the various problems of food production and marketing. In many states all such matters are centered in one agency.

The Commissioner of Agriculture is a member *ex officio* of the Board of Trustees of the Connecticut Building at the Eastern States Exposition. He is a member of the Regional Marketing Authority, of the Board of Trustees of the University of Connecticut, also of the Agricultural Experiment Station, and a member of the Milk Control Board. Broadly the Department's tasks are to promote agriculture, investigate its needs, establish grades of many products,

encourage standard packaging and brands for certain crops, enforce standards for seeds, regulate dealers in live poultry and the transportation of their product, regulate agricultural fairs, authorize certain monetary assistance to agricultural societies and to gather facts and publish information on costs, prices, supply and demand.

In connection with these activities are more related duties and services than it is possible to enumerate here. In recent years this State department has become more and more extensively affiliated with various cooperative Federal-State programs. An outstanding example is the joint fruit and vegetable shipping-point inspection service. There has been also a grading and measuring project in warehouses for growers of potatoes receiving loans from the Commodity Credit Corporation and some other similar Federal-State activities.

In general, enforcement of the State laws under the Department's jurisdiction has not been difficult. Prosecutions have been kept to a minimum. The accent has been placed on cooperation, voluntary compliance, and where these failed, further education, warnings by letter, and hearings before the Commissioner. Where necessary, the courts uphold the Department and levy fines upon offenders.

The personnel of the Department of Agriculture is divided into two groups: an administrative division and the Bureau of Markets. This latter section is further divided into the Division of Market Reporting and Inspection and the *Market Bulletin* printing division. The administrative division includes secretarial and statistical groups. In the Bureau of Markets are centered activities for collection and dissemination of supply and price information, crop information and publicity in cooperation with the United States Department of Agriculture, and many enforcement activities, inspections, and grading operations. The market specialists employed in this Department are trained by arrangement with the Federal government.

The Connecticut Market Bulletin, published under the Commissioner's direction, has shown a steady growth in circulation to well over 10,000 copies. It brings in from advertising a considerable sum



SPRING



SUMMER



AUTUMN



WINTER



NETS DRYING

STONINGTON



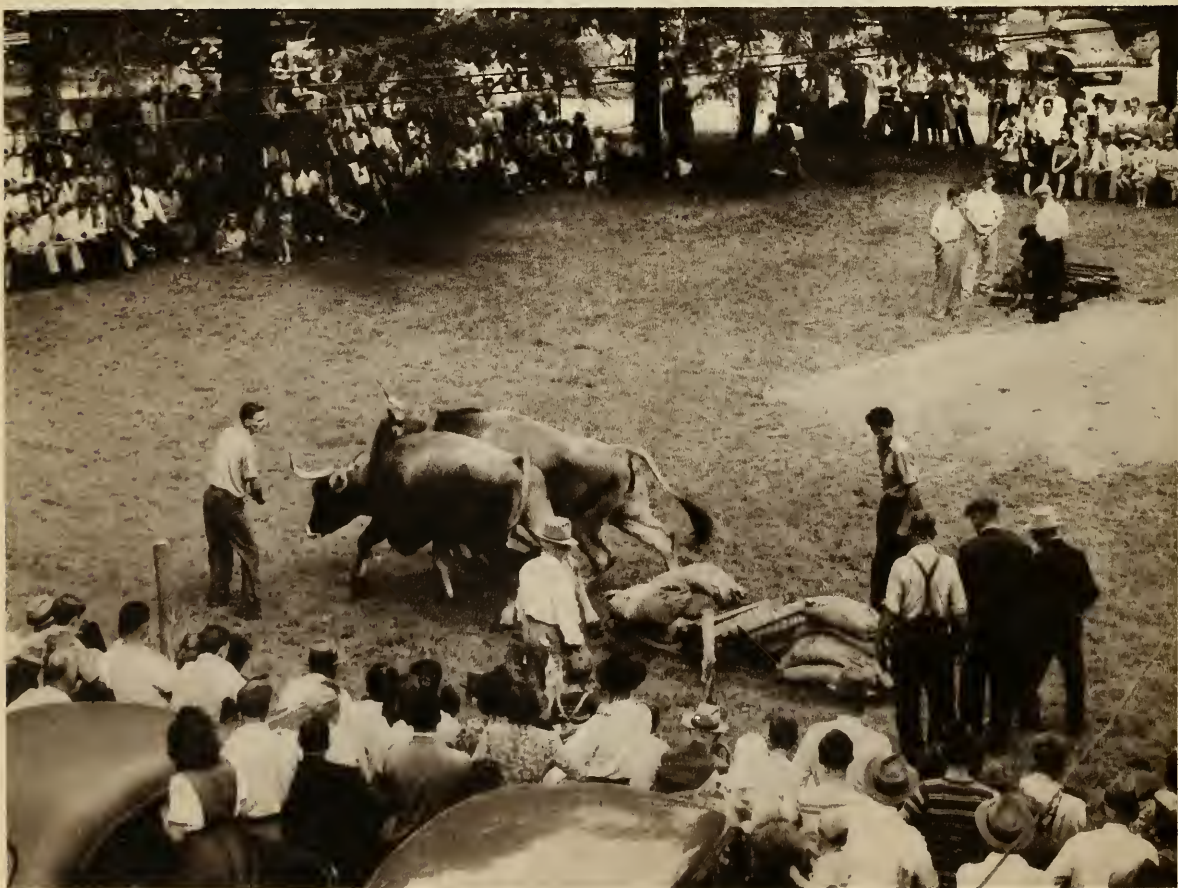
COMMERCIAL FISHING

A GOOD HAUL



ROLLING COUNTRYSIDE

STORRS



COUNTRY FAIR

OX-HAULING CONTEST

yearly. For instance, for the year ending June 30, 1945, revenue from advertising totaled \$4,617.37.

The total ordinary recurring expenses of the Department of Agriculture for the year ending June 30, 1944, were \$53,927.53 with grants to agricultural societies, exhibits and demonstrations of \$13,859.96. These sums together with a capital outlay of \$6.65 make the total outlay \$67,794.14. There is also a poultry licensing fund maintained which at the close of the same year showed a balance on hand of \$4,793.10.

Connecticut's gross cash farm income from all sources has mounted to record heights under the impetus of wartime activities. However, it is the opinion of agricultural specialists that the competition of the future which Connecticut farmers must face will be as great, or greater, than ever before. Farmers of this State have a large consuming population near at hand which can use most of their agricultural production. Nevertheless, in order to take advantage of this market, Connecticut farmers must keep costs at a minimum and products must be well graded and packaged to appeal to consumers.

It is the aim of the Department of Agriculture to continue to make available to farmers all the services and avenues of information to keep them abreast of competitors. It is an extensive and costly undertaking which cannot be performed except with the best scientific and statistical data at hand accompanied by such regulation and inspection as is essential.

Regional Marketing Authority

THE General Assembly in 1939 created the Regional Marketing Authority which was designed to promote and develop suitable regional facilities for large scale, and centralized, marketing of agricultural products. The war years have interfered with the operations of this agency to a considerable extent. Prior to the legislative act creating the Authority, the Legislative Council promoted the

movement, which caused the General Assembly to take action. In September, 1938, the Council authorized its Chairman, the Governor, to appoint a committee to study regional markets and report its conclusions. This Committee, after visiting facilities in nearby states, recommended that a market development commission be established and that \$50,000 be appropriated to it. The Legislature made the appropriation for the Regional Marketing Authority and gave it power to loan money to cooperative marketing ventures. In June, 1940, a loan of \$5,000 was made to a Bridgeport cooperative. The loan was paid back in January, 1942.

Early in 1941 the Authority concluded its powers should be broadened and it asked for an additional appropriation of \$200,000 for establishing a suitable market in the greater Hartford region. The General Assembly complied with this request effective June 18, 1941. Two years later the Legislature still further broadened the powers of the Authority. War time complications practically suspended operations of the Authority. Discussions and studies were resumed November 1, 1944, and a report in April, 1945, recommended appointment of an Executive Secretary and the selection of Hartford for the development of a regional market. To June 30, 1945, expenditures by the Authority had been \$6,157.89, leaving a balance of \$243,842.11.

The Regional Marketing Authority may establish, acquire, develop and operate market facilities, including land and buildings. It may sell or lease any such market, or markets, to an agricultural cooperative. It may make rules and regulations for governing markets it creates, and may condemn land required by it. Annually the Governor appoints three members to serve on this Authority for three year terms. Seven members of the Authority must be growers of agricultural products and it is required that two members shall represent the wholesale produce trade. The Commissioner of Agriculture is an ex officio member of the Authority.

Board of Fisheries and Game

WHILE Connecticut is one of the most industrially productive states in the Union, it has 95,046 acres available for hunting in the State Forests and leased areas totalling 47,556 acres. This gives sportsmen 164,480 acres under regulated shooting. The State Board of Fisheries and Game now owns 4,418 acres of land along with four lakes owned completely: Silver Lake, Holbrook, and Bolton and Hall Ponds. It has effected agreements with property owners that permit fishermen to fish on streams on private lands to the total of more than 160 miles. These are known as leased fishing rights.

The extensive operations of the State Board are directed and carried out by a commission of three members appointed by the Governor and all activities are aimed toward conserving and restoring the wild life resources of the State. Through a system of wardens it enforces the fish and game laws. It operates three fresh water fish hatcheries turning out about 500,000 fish a year. For more than 40 years it has maintained a lobster hatchery at Noank (one of the few in the United States) and it has a game sanctuary in Farmington. It owns considerable land and leases other large areas for hunting and fishing purposes. It also grants licenses to commercial fishermen and regulates the scallop industry in Connecticut waters. As is generally known, the oyster industry comes under the jurisdiction of the Shell-Fish Commission, and is mentioned elsewhere in this chapter.

For the year 1944-1945 the Board issued 33,859 licenses to hunters, 60,098 to fishermen and 2,322 for trapping. At the end of the year just mentioned, it had 52 employees on duty and owned property to the value of \$405,517. During the same period, the Board of Fisheries and Game expended, from all sources of income, a total of \$328,830.95 of which \$69,494.13 came from the General Fund of the State. The remainder was expended from three funds, maintained by the revenues which come to the Board, namely the Fish Fund, Game Fund, and Marine Fish Fund.

The State Board is assisted by an Advisory Council of 16 inter-

ested citizens, two from each county, who serve without compensation. This Council reports monthly to the Board on wild life conditions in each county, sits with the Board to learn the plans and policies of the State agency, and so maintains a helpful contact with local sportsmen. The supervisory service consists of a chief game warden, eight county wardens, a marine warden, and 18 deputy wardens. During the hunting and fishing seasons additional deputies are employed on a part-time basis.

Like many other agencies of the State government, the Board of Fisheries and Game has grown and extended its operations over a long period of time as conditions demanded. The General Assembly of 1866 passed laws authorizing the establishment of a "Fish Commission" of two members. This action was in response to complaints about the depletion of the shad fishing industry on the Connecticut River. In 1895 the protection of game was made a part of the work of this Board and the name was changed to the present title.

Shell-Fish Commission

MOST laws are a necessity designed to protect rather than restrict. So it was with the Connecticut Shell-Fish Commission, created in 1881 to eliminate poaching and give direction and security to the State's rapidly expanding oyster industry. The need for this was apparent as early as 1784 when the shore towns were given authority to make rules to regulate the harvesting of oysters and clams. Still, particularly in waters well off-shore, shell-fish grounds were treated as common land. This discouraged capital outlay for cultivation but by 1855 vested rights were secured in some oyster grounds and the real foundations of an extensive industry began. The first farms were in the shallow waters but gradually the growers worked farther and farther off-shore in deeper areas.

In recent years the shell-fish business is as well protected as any other and poaching, which once was rather extensive, has practically

ceased. In the main, only seed oysters are produced in Connecticut waters. The young sets are taken up and shipped to other shores, notably the north shore of Long Island Sound, where they are grown to sizes suitable for marketing. Connecticut's system of seed oyster farms extends from the waters off Branford to those off Port Chester at the New York State line.

The Commission consists of three members, serving four-year terms, appointed by the Governor with the advice and consent of the Senate. It has jurisdiction over all important oyster grounds off-shore and some underwater lands placed under its control, voluntarily, by various towns. Some of the oyster beds are leased, some are private property. The Board assesses and collects taxes for the State and the towns concerned. It appoints an engineer who prepares and maintains maps of the grounds. He figures the ranges and signals which indicate the limits of each bed.

The Commission offices are in New Haven. At Milford Harbor the State owns a wharf and dock house acquired as a station for the patrol and work boat operated and owned by the Board. Adjacent to the State property is the Marine and Biological Laboratory of the Federal Bureau of Fisheries, established to assist the oystermen and the Commission. It studies causes of crop failures, remedies for damaging conditions, and makes helpful studies and investigations for the industry. Both State and Federal agencies cooperate in sampling sea water and oysters to determine the biological and bacteriological situation. The State Commission has five employees in addition to its own membership. For the year ending June 30, 1945, the payroll and operating expenditure was \$16,354.24 and \$1,798 went for capital outlay. This total of \$18,153.19 was expended from the General Fund.

The Commission took in the sum of \$10,714.04 from assessments and leases of land which was added to the General Fund of the State.

State Water Commission

WHEN the State Water Commission came into existence there were eleven sewage treatment plants in operation which were not out-dated or over-burdened. Today the number of plants in successful operation is fifty-four. Progress in this field was suspended during the war. However, complete working plans and specifications have been prepared for ten sewage disposal plants and engineers are now engaged in preparing similar plans for nineteen additional. All these projects are designed as post-war undertakings to begin when materials and labor become available.

Information showing the annual run-off, or yield, of each of the State's major rivers and their tributaries is a factor bearing directly on pollution control. The kind of equipment and degree of treatment of waste is dependent on the volume of dilution afforded by the normal flow of the stream which receives it. The Commission operates thirty-seven stream-gauging stations in cooperation with the U. S. Geological Survey. The data thus obtained is of great value to municipal authorities, industrialists and private citizens developing plans for water supplies and flood protective works.

There is no serious engineering problem in dealing with domestic sewage, but disposing of industrial waste is another matter. Here the great variety of excretions calls for different forms of treatment and some present baffling technical problems. Research in this field is carried on for the State Water Commission in laboratories at Yale and Wesleyan, the college faculty experts contributing their services. They report on the composition of the various waste products dumped into the rivers. Methods of treatment are studied and types of equipment suggested. Excretions in great variety come from textile and paper mills and plants engaged in the manufacture of metal products. These latter discharge daily millions of gallons of used water containing iron, copper, brass, and other metals. Certain wastes have defied all efforts directed toward finding a practicable method of making them harmless. Therefore, progress has been

slow but good results have been attained in handling many of the problems.

In addition to work on surface waters the Commission carries on a limited survey and investigation of the ground waters in cooperation with the Federal agency. Data from these studies is in constant and increasing demand.

The Federal Flood Control Act of 1944 and the Rivers and Harbors Act of 1945 make the states jointly responsible with the Federal government in flood control and river and harbor improvements and the State Water Commission has been designated by the Governor to represent the State in these matters. The work authorized by Congress calls for construction in Connecticut of flood control projects and river and harbor improvements to cost in excess of \$20,000,000. That program is under way. In addition, the flood control program for the entire Connecticut River Valley amounts to more than \$62,000,000.

Under the Commission's jurisdiction is a Board of Supervision of dams, dikes, reservoirs and similar structures. This was created in 1939 and is composed of the chairman of the Commission and five engineers. This Board issues permits for new construction or repairs for any such work where safety of life and property may be involved. The State Water Commission is the administrative agency cooperating with and assisting the Flood Control and Water Policy Commission. This latter Commission is authorized as the State's representative to negotiate and enter into agreements or compacts with agencies of the Federal government, or with one or more other states, with respect to flood control, river and harbor improvements, navigation, the pollution of interstate waters, and similar matters.

Pollution of Connecticut's streams by sewage and factory waste had reached alarming proportions in the early 1890's. This menace was a gradual development which accompanied the growth of cities and the industrialization of the State. The first engineering study of this pollution problem was authorized by the General Assembly in 1897. The resulting report was that very soon the streams, rivers

and harbors would become chiefly carriers of pollution. However, many serious difficulties beset those who sought to bring about corrective measures.

In the quarter century that followed this first investigation three successive Legislatures appointed commissions to study the matter and report suggestions. Each inquiry showed how long and costly it would be to apply legislation designed to bring about mechanical treatment of sewage and factory waste. Finally, in 1925, the General Assembly passed the Pollution Control Act and created the State Water Commission. No material change has been made in this law in the past twenty-one years.

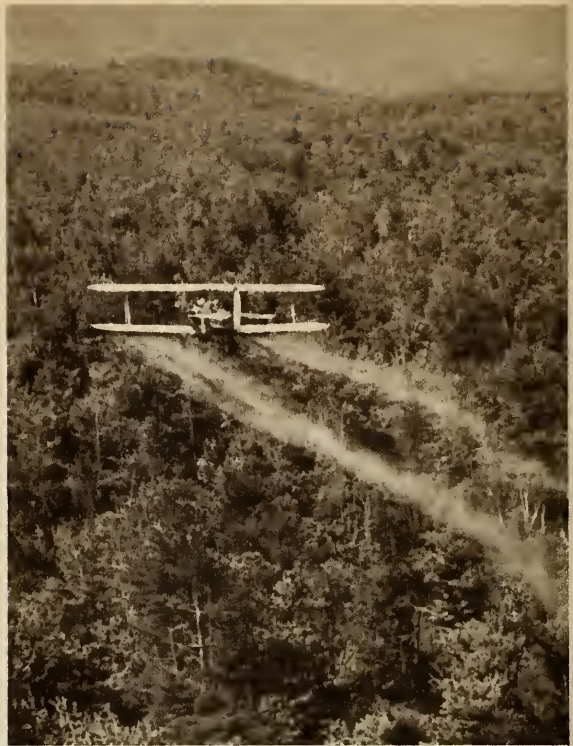
The expenses of the State Water Commission, including the Board of Supervision of Dams and Flood Control, as well as the Water Policy Commission, are paid from the General Fund. For the year ending June 30, 1945, the expenditure for all these purposes was \$152,152.98.

Agricultural Experiment Station

THE Connecticut General Assembly of 1875 led the entire nation in establishing a laboratory "to promote agriculture by scientific investigation and experimentation." This was the first official recognition in America that farming actually was grounded in the sciences and should not go on being just a rule-of-thumb production process. Some keen-minded farmers, certain chemists at Wesleyan University, and particularly Professor W. O. Atwater of Wesleyan, impressed the Legislature with the thought that science could be put to work on the farm. The General Assembly voted \$2,800 a year for starting a demonstration of this new thought with Professor Atwater as Director. Wesleyan provided a small chemical laboratory and a staff of three workers. The next session of the Legislature incorporated the Experiment Station as a separate and independent State agency. An appropriation of \$5,000 annually for its support was voted, and the undertaking was moved to Sheffield Scientific School



LOCAL TOBACCO GROWER VISITS WINDSOR BRANCH OF AGRICULTURAL EXPERIMENT STATION



SOME ACTIVITIES OF THE AGRICULTURAL EXPERIMENT STATION



SOIL TESTING SERVICE



STUDIES IN PLANT DISEASES

of Yale University at New Haven. Professor S. W. Johnson was chosen director. In 1882 the General Assembly gave the station permanent grounds and buildings in New Haven. It has occupied the same site ever since. Today there are eight departments in the Connecticut Experiment Station, staffed by some sixty men and women skilled in research. Besides the laboratories in New Haven the station conducts an experimental farm at Mount Carmel, a 110 acre forest at Rainbow, and a sub-station devoted to tobacco research, at Windsor. The experimental scientists delve into a vast variety of nature's secrets affecting agriculture. The breeding and the diseases of plant life, the nature and improvement of soils, the control or destruction of insect pests are only a few of the many fields constantly explored.

Two years after Connecticut had established America's first institution for the application of scientific experimentation to farming problems the Congress of the United States passed the Hatch Act. This legislation offered Federal aid to encourage the states to create similar experiment stations. News of results achieved in Connecticut spread with rapidity. In another two years Congress established, at Washington, the Department of Agriculture, giving the Secretary of the new Department a seat in the President's cabinet. Before the Connecticut Experiment Station was ten years old several state governments had undertaken similar projects. By 1891 every state had its own agricultural experiment station. The results of this pioneering in Connecticut have been unique and amazing.

The Connecticut Experiment Station discovered the first practical method of producing hybrid corn. Today, eighty per cent of the crop grown in America's corn belt is hybrid.

Much of the modern knowledge of human and animal nutrition, including proteins and vitamins, is the result of work done in the local Station's biochemical laboratories.

The Experiment Station at New Haven was first to begin, and of course still continues the official chemical examination of agricultural materials, such as fertilizers, livestock feeds, and foodstuffs;

the testing of drugs, and other compounds. It now examines more than 4,000 samples of such products, yearly, in the Analytical Chemistry Department.

The Connecticut Station planted the first experimental forest in the United States. Now the Forestry Department constantly studies hundreds of forest plantations throughout the State for causes of success or failure.

The Station's scientists were first to introduce spraying of chemicals upon plant life to control diseases. This was begun in 1888. New fungicides and insecticides are being developed regularly. A new blower, developed in 1945, shows great promise of reducing the cost of control of plant pests. Five to ten pounds of insecticide spread in the form of a "mist" may take the place of 1,000 pounds as ordinarily applied in water.

In 1880 the Experiment Station began the first seed testing ever undertaken in America, a science now universally practiced.

Here in the Connecticut Station there was perfected the system of soil testing later adopted throughout the United States and in foreign lands.

Dr. Edward H. Jenkins, director from 1900 to 1923, first experimented with the use of shade cloth for tobacco growing, and proved it practical, in 1907 and 1908. His experiments, from 1890 to 1900, on the fertilization of tobacco established present day practices.

In addition to its research and control work the Connecticut Experiment Station has another primary function. It disseminates all the scientific information obtained as widely as possible and demonstrates achievements. Frequently published bulletins are mailed, to all persons interested, free of charge. Further distribution of educational material and informative facts is obtained by newspaper announcements, radio broadcasts, public lectures by staff members, group and individual conferences with those engaged in agriculture. Demonstrations are conducted at the main Station and Sub-Stations to which farmers, scientists, home gardeners and others are freely invited.

Ex officio members of the Board of Control of the Experiment Station are the Governor of Connecticut, the Director of the Station, and the Commissioner of Agriculture, or some person designated by him. In addition, and serving three-year terms, are five other members. Two are appointed by the Governor, one is named by Trustees of Sheffield Scientific School at Yale, one by the Trustees of Wesleyan, and another by Trustees of the University of Connecticut.

For the year ending June 30, 1945, the total expenditures of the Station were \$328,748. Of that total the Federal government appropriations toward the Station's work were \$55,855 and \$40,762 was expended from special funds income.

The many services of the institution are arranged and carried forward under the following departmental divisions: administration, analytical chemistry, biochemistry, entomology, forestry, plant breeding, plant pathology, soils, and tobacco research. At the close of the last fiscal year approximately 135 employees were authorized for staffing these several units.

The original property acquired by the State at New Haven comprised about six acres of land, a dwelling and a barn. Soon a laboratory building was added. Today there is an administration building, living quarters for the Superintendent of the property, three laboratory buildings, a building combining laboratory and auditorium, two sets of greenhouses; also garages and sheds. The farm at Mount Carmel covers forty-five acres where there are a dwelling, barns and sheds. At the Windsor Sub-Station, there are an office and laboratory building, a small greenhouse, barns and sheds, on a twelve acre plot of ground.

In the town of Mansfield is the Storrs Agricultural Experiment Station, which is an integral part of the University of Connecticut. It works in close collaboration with the New Haven institution and the Director at New Haven is Vice-Director of the Station at Storrs. The basic difference between the two Stations is that the activities at New Haven are centered on plant industries and at Storrs the work is focused on the animal industry and the production of fruits

and vegetables. The Station at the University also does considerable research in agricultural economics and farm management in conjunction with the College of Agriculture.

Connecticut Development Commission

THE Connecticut Development Commission seeks to promote and expand the State's industry, business, commerce and agriculture. It explores and advertises Connecticut's peculiar natural and economic resources, its geographical advantages, facilities for recreation and unique attractiveness as a place of business and residence. To accomplish these purposes, the Commission makes use of every modern means of appealing to the attention and judgment of people in other states and in foreign lands. Extensive use has been made of pictures and the printed word, of publicity in all forms, to spread abroad as widely as possible the advantages Connecticut offers to businessmen, tourists, and home seekers.

During the war years, the Commission has been deeply concerned with all phases of the changing problems faced by industry. Through its specially created War Industries Division it has sought to increase the effectiveness of Connecticut manufacturing and now seeks to promote a conversion to prosperous peacetime production.

The Commission is appointed by the Governor and consists of eleven members who serve without compensation. This group appoints a Director, with the Governor's approval, and he is in charge of all activities, with the authority to appoint such help as is needed. Headquarters of the Development Commission is in the State Office Building and a branch office is maintained in Washington to take advantage of the contacts and great flow of information which centers or originates there. In the home office are four divisions which carry on the main work: Research and Planning Section, the Industrial Division, the Public Relations Division, and an International Division. The Research and Planning Division collects locally and in Washing-

ton a vast amount of factual information on all Connecticut's special resources and advantages which may serve as an attraction or guide to industrialists, or those planning recreational or residential change.

The Industrial Division concentrates on promoting the location of new business enterprises within the State. It collects information on manufacturing or other facilities available for new occupancy, advertises their advantages, and makes contact with possible newcomers with a view to bringing about the immediate utilization of such properties.

The Public Relations Division, as the name implies, disseminates all manner of information likely to promote the development of the State, plans and places many kinds of publicity and what paid advertising is permitted by the Commission's appropriation. The International Division endeavors to promote commerce with foreign countries and to foster wider business contacts through mutual understandings between the peoples and the leaders in trade.

Connecticut citizens may observe the Development Commission's work by what they see and read of its activities. These include pamphlets, reports, maps, directories, catalogues, its paid advertising in national publications, its own monthly bulletin, and its dissemination of striking photographs and organized exhibits.

The Connecticut Development Commission's task is a highly organized, energetic and resourceful form of advertising and sales promotion. As with most advertising there is great difficulty in measuring the returns and benefits in dollars. Experience shows, without question, that intelligent promotion pays in every field of human activity. It is this general principle which prompted the General Assembly to create the Development Commission and to continue its activities.

The work of the Commission for the fiscal year 1944-1945 was carried out at an expense of approximately \$141,000.

Board of Mosquito Control

THE Board of Mosquito Control is faced with and is working on a problem accentuated by World War II which affects the health of every citizen of the State. The effort to control the propagation of *Anopheles* mosquito, carrier of malaria, has been intensified since so many war veterans returned home infected with the malady. The job is a cooperative one between the towns and the State. The latter has the knowledge, facilities and plans, and recommendations are put in the hands of any community asking for them. Several inland towns have been surveyed on request of their officials to locate the breeding areas. An entomologist identifies mosquito larvae as they are brought in by agents of the Board making these surveys. The towns are given all the scientific facts including maps of places needing treatment.

Under the law it is the Board's responsibility to maintain facilities on land ditched for drainage. That is, the Board clears the ditches, constructs and repairs tide gates and dikes, and otherwise treats breeding spots to make control effective. All of the treated zones have been located along the shore in salt marshes where much of the original ditching was done by farmer owners of this land to facilitate the growing and harvesting of salt hay. In the years of the WPA and the FERA considerable work of this kind went forward under joint Federal and State mosquito control projects. Until recently, the Board has found it impossible to maintain more than 11,000 acres of such land because of labor shortages. There is another 7,000 acres of salt marsh at the shore where the maintenance of proper drainage and water level controls would make possible more effective mosquito control. The 1945 General Assembly, however, provided liberally for taking care of deferred work. Several dike and tide gate repair and replacement projects are now either under way or planned.

For about 300 years Connecticut people suffered the seasonal aggressions of the salt marsh mosquitoes without uniting for self-defense. It was not until after the turn of the century when the

automobile made a cottage at the shore generally feasible that plans for combatting mosquitoes at the seashore reached the legislative halls. Finally, in 1915, the General Assembly provided that the Director of the Agricultural Experiment Station: "may make rules and orders concerning the elimination of mosquitoes, and mosquito breeding places, and he or his agent may enter upon any swamp, marsh, or land to ascertain if mosquitoes breed thereon; or to survey, drain, fill or otherwise treat or make any excavation or structure necessary to eliminate mosquito breeding on such land." This was the opening gun for the war on mosquitoes.

In 1939 the initial statute was amended to set up a Board of Mosquito Control consisting of the Director of the Agricultural Experiment Station, the Director of the State Water Commission, the Superintendent of the State Board of Fisheries and Game, the Commissioner of Health, and one person to be appointed for a four-year term by the Governor. The total expenditures by this Board for the year ended June 30, 1945, were \$27,285.77. For operating expenses it used \$21,647.87 and for capital outlay (tide gates, dikes, etc.) \$5,637.90.

Connecticut Port Survey Commission

THE General Assembly of 1945 created a Port Survey Commission which became operative on June 26, 1945, when the Governor approved the act establishing it and appointed its five members soon afterwards.

The task assigned to the Commission is the making of a survey of all shipping facilities in Connecticut in order to plan for their integration under a centralized port authority, eventually; and their subsequent consistent development in harmony with all other developments in the transportation of merchandise. The Survey is also to estimate the cost of any plan that would implement the recommendations of the Commission. A report containing its findings and recom-

mendations is to be made to the General Assembly of 1947, in January of that year. Fifty thousand dollars was appropriated for the work of the Commission.

In July, 1945, a meeting was held appointing a secretary and soon after a consulting engineer was retained and bids invited for a survey. The proposals submitted led to the acceptance of one of them in January 1946. Its report is expected in the summer of 1946.

Geological and Natural History Survey

THE State Geological and Natural History Survey is a research and educational agency which maintains continuing studies chiefly in the geology and biology of Connecticut. Its contributions to knowledge have been many and notable. Its discoveries of natural resources have been economically important to commercial interests, of value to several departments of the State government, and of service to schools and the higher educational institutions. During the war under its direction geologists were at work in many parts of Connecticut concentrating on discovery of minerals of strategic value and developing studies of such resources previously reported. The Survey feels it had a share of the satisfaction in development of production in economic quantities of feldspar, magnesium, mica, peat and silica. Its field investigations have disclosed an abundance of other minerals not yet in production: garnet, iron, kaolin, manganese, soapstone, tremolite-asbestos, and others. Among the minerals of value, but not abundant, are kyanite, nickel and tungsten. The Survey estimates that production of minerals of all sorts in Connecticut, in recent years, reaches a valuation of \$5,000,000 annually.

Rather recently discovery has been made of a material called "loess" which is a very fine sand or silt of wind and glacial origin. Deposits exist in many places in and around Hartford. Loess is like the moulding sands produced in nearby states and shipped here for industrial use. The Survey feels this newly found material may be

excavated here profitably for use in Connecticut founding and casting industries.

An intensive examination of Connecticut peat bogs has led to increased production and further development of a significant industry. The forest resources and tree census, supported by the Survey, is important. Research work on mosquitoes, and the true flies, has been published; also scientific studies of the lake and pond fishes; the crabs and crayfish, the amphibians and reptiles native to the State. All published reports of the Survey's work are distributed or sold by the State Librarian.

The State Geological and Natural History Survey was established by the General Assembly in 1903. It is housed comfortably at Trinity College and maintains intimate association with scientific workers at the State Experiment Station in New Haven, the Forest and Park Commission, the War Production Board, the United States Bureau of Mines, the universities, and other organizations of an allied nature. The Survey, by statute, is directed by a Commission composed of the Governor, the presidents of Yale, Wesleyan, and Connecticut Universities, the President of Trinity College and the President of Connecticut College for Women. The Commission appoints a Superintendent, who must be a scientist of established reputation, and is empowered to obtain such assistance and employees as may be necessary. For the fiscal year ending June 30, 1945, there was expended from the General Fund, for routine expenses of the Survey, \$4,311.

Commission on Forests and Wild Life

THE Commission on Forests and Wild Life is composed simply of the membership of two other Commissions. Established by the General Assembly in 1925, it consists of the seven members of the State Park and Forest Commission and the three members of the State Board of Fisheries and Game. Ordinarily this joint board em-

employs merely one field agent and a clerk. Its purpose is to coordinate the purchase of land for the two agencies, to induce cooperation for the propagation and protection of wild life, and to join the responsibility for use of these lands for public recreation, conservation, and for hunting and fishing. Since 1925 the Commission has purchased with State funds 75,290 acres of land, which cost \$798,537. When land is acquired, either by such purchase or by gift, the property is turned over for management and custody either to the State Park and Forest Commission or to the Board of Fisheries and Game.

During the year ending June 30, 1945, several temporary employees were used to complete the purchase program of \$400,000 for the then current biennium. During the year just mentioned, \$6,061.04 was spent on administration and \$270,803.90 on the purchase of lands, a total of \$276,864.94 from the General Fund of the State.

Department of Health

THE fundamental and basic undertakings to protect and promote the physical well-being of Connecticut people either are regulated, or conducted, by the State Department of Health. During the fiscal year ending June 30, 1945 this agency expended \$1,547,307 of State and Federal money on its many, and widely diversified, programs. All other financial and statistical figures mentioned here will refer to operations during this particular year 1943-1944. Both the policy and conduct of the Department are controlled by the Public Health Council, and administered by the Commissioner of Health, who also is Chairman of the Council. The Commissioner and the six other members of the Council are appointed by the Governor for terms of six years. The law requires that two members of the Council shall be physicians; and two others sanitary engineers. The qualifications set for the post of Commissioner call for a medical training including postgraduate public health study, training in sanitary science, and experience in public health administration.

The Council establishes and amends the Connecticut sanitary code. It must approve qualifications of all personnel employed in the Department. It passes upon budgets, plans for procedure, and exercises other broad powers. The Commissioner is chief executive of the entire Department. He is responsible for enforcement of all State laws on public health and all regulations comprising the sanitary code. Council members, except the Commissioner, serve without compensation.

The Department of Health carries on its extensive activities through thirteen divisions. Separate bureaus deal with administration, laboratory examinations and research, vital statistics, sanitary engineering, child hygiene, preventable diseases, venereal diseases, mental hygiene, industrial hygiene, cancer research, public health nursing, public instruction, hairdressing and cosmetology.

During the year the Federal government's contribution toward the Department's health work in Connecticut was \$763,326, of which \$565,821 was expended. That was more than half the cost of all the Department's activities. The largest item on which Federal money was expended was for the emergency maternity and infant care program which provides medical, nursing and hospital care for the wives and infants of men in the armed services. The Bureau of Child Hygiene expended \$381,565 of Federal money and \$78,108 of State funds on this feature and related activities of the Bureau. Services of this Bureau include dental care and hospitalization of children and various services for crippled children.

At the end of June, 1944, the Department records showed licenses to practice in Connecticut were held by 3,016 doctors of medicine and surgery; 11,247 nurses; 2,519 trained attendants; 115 osteopaths; ninety-three natureopaths; 124 chiropractors; 168 chiropodists; 206 physiotherapists and thirty-eight midwives. Persons licensed to work in hairdressing and cosmetology numbered 4,857 and 1,107 shops were licensed in this business.

The Bureau of Preventable Diseases is concerned with diseases which may become epidemic; also with cancer research, the fight

against narcotic addictions, and the licensing of hospitals. More than 200 hospitals are regularly inspected and licensed. The cancer research is carried on in connection with hospitals and other medical agencies. In recent years hospital cancer clinic services have been extended. For the year the Bureau expended \$39,889 in its division of cancer research, and \$43,591 on all other services.

The Bureau of Laboratories in the year under consideration cost a total of \$211,634 of which \$30,674 was from Federal funds. Hospitals and physicians throughout the State, public health officers, and several other State agencies are served by the Department's laboratories. Chemists, bacteriologists and serologists do the major part of the work assisted by technicians and clerks. The inventory of laboratory equipment is \$67,557 mostly located in a building at 1179 Main Street, Hartford. It is necessary to keep on hand about \$20,000 worth of laboratory supplies as about 400,000 examinations are made yearly. It cost this Bureau of the Department approximately \$20,000 in 1943-1944 simply to make the required tests of milk, cream, milk products and frozen desserts for the agencies responsible for their quality. Local laboratories constantly call upon the State Department of Health Laboratory for special work beyond their own more limited facilities.

The Bureau of Venereal Diseases expended a total of \$49,242 in its efforts to reduce the prevalence of this group of afflictions. Of the total cost, \$27,903 came from the Federal government. No method has been devised to vaccinate individuals to protect them against venereal infection. Only in recent years have drugs been discovered to cure more of the early cases of the three most prevalent types. During 1943-1944 penicillin, for use in venereal diseases, became available for the first time. The amount obtainable was limited. There is great hope in this new drug. Nevertheless, the greatest results still must come from more general public education and better public cooperation with the medical authorities. In the year considered there were reported in Connecticut 3,012 cases of syphilis; 1,443 cases of gonorrhea. Ten years before, the count was

2,458 syphilis cases, and 1,813 cases of gonorrhea. The most accurate information ever available—examinations of inductees and volunteers for the armed services—affords some means of comparison as to the prevalence of syphilis in the various states. The rates of infection vary from 4.3 to 189.4 per 1000 men tested in the different states. The rate here was 16.4, with fifteen states having a lower rate of prevalence.

The Bureau of Sanitary Engineering supervises the nature and operation of water and ice supplies furnished the public, inspects the operation of sewerage and disposal systems, bathing places, sources of shell-fisheries, camp sanitation; and it studies many related matters. In most functions the Bureau acts in cooperation with local health authorities. There were no outbreaks of waterborne diseases in Connecticut during the year. The low typhoid fever death rate, of 0.1 deaths per 100,000 population, was maintained. Intensive work is being done on restaurant sanitation in cooperation with local health departments. It is interesting to note that 96.2 per cent of the State's population obtains water from public systems; that sixty-seven per cent has public sewers; and that seventy-five per cent of those sewers have a system which provides for some method of sewage treatment. In the year this Bureau made 4,627 field inspections and the Bureau's operational cost was \$45,504.

The Bureau of Mental Hygiene licenses private mental hospitals, inspects them, and investigates any complaints. It operates psychiatric clinics for children through the services of two clinical teams which make regular weekly visits to principal centers of population. Ninety per cent of the Bureau's budget goes into this clinical work which is largely of a preventive nature. During the fiscal year there was a sixty-seven per cent increase in new cases examined. The total number of cases given service was fifty-five per cent greater than in the previous fiscal year. Cases referred to the clinics for diagnosis and treatment are submitted by schools, juvenile courts, health officers, physicians, parents, and private agencies. The Bureau expenditure for the year was \$44,795.

Because Connecticut now is a highly industrialized State, the Department's Bureau of Industrial Hygiene has a major task in trying to make periodic surveys of all manufacturing plants. It has many requests for studies and scientific examinations coming from plant management, from labor organizations, physicians, nurses, insurance companies and from local health authorities. The prevalence, and methods of combatting occupational diseases are matters of general concern. The Bureau carries on educational campaigns and enforces its recommendations where the laws permit such action. In this work the Bureau expended during the year \$57,314.

The work of the Bureau of Public Nursing touches many communities in the State by fostering local organization of general nursing services. It carries out the provisions of the law giving State aid to towns for this service. The Bureau maintains a consultation service for local nursing organizations and for workers in order to maintain standards and improve practices. Its expenditures for the year were \$23,259. This section of the Department handles the registration of all nurses and trained nursing attendants.

For the calendar year 1943 the ten principal causes of death in Connecticut were: 1. organic heart disease; 2. cancer; 3. apoplexy; 4. acute and chronic nephritis (disease of the kidneys); 5. accidents; 6. diseases of the digestive system; 7. pneumonia; 8. diabetes; 9. tuberculosis; 10. premature birth. Ten years before, neither kidney diseases nor digestive disorders were in the list of the first ten principal causes of death.

Such records, and all other vital statistics, are recorded for each town, and for the State as a whole, by the Department's Bureau of Vital Statistics.

Records of births, marriages and deaths are recorded with great care. During the year the Bureau expended on this, and related tasks, \$28,715. There were 17,179 marriages in 1943, the lowest number since 1939 when there were 13,782. There were in the same year 37,724 births which was the largest number recorded up to that time. The previous high was in 1917 when there were 37,704 chil-

dren born. Due to changes in population figures the rate of births per 1,000 population in 1943 was 21.6, the highest since 1921, when it was 24. The rate was higher in 1921, because of the lower population figure at that time; but in 1921 the number of births was only 34,152. In 1943 the State made a new low record for infant mortality. There were 29.1 infant deaths per 1000 living children born. The maternal death rate also was the lowest up to that time; 1.5 maternal deaths per 1,000 live births.

The State Department of Health publishes a voluminous annual report containing a wealth of statistical matter. Its Bureau of Public Instruction speaks constantly for the Department through all available media including bulletins, newspapers, films, lectures, radio, and a considerable array of posters and pamphlets. The *Monthly Bulletin* reaches a mailing list of about 5,000 health officials, physicians, nurses, all libraries, and the newspaper offices. A weekly bulletin goes to a more limited circle, chiefly public health officials in all towns, and to the heads of State agencies.

Domestic Animals Department

THE Domestic Animals Department of the State Government protects all citizens from unfortunate or dangerous experiences as a result of keeping or using domestic animals as sources of food. It is concerned with control or suppression of many types of animal diseases. It regulates slaughter-houses and inspects meats and meat markets. It governs the importation into Connecticut of cattle, swine and dogs; provides for necessary quarantines; and licenses certain dealers and breeders. While this Department's many activities are of great aid to agriculture, and more especially to animal husbandry, its over-all service is for the protection of the entire population.

The Governor appoints a Commissioner of the Department every four years. He in turn may appoint a veterinary his Deputy Commissioner. Also he names other assistants with the approval of the

Governor, including other veterinaries and also deputies for the enforcement of the dog laws.

The Commissioner is the administrator of a considerable system of regulatory laws found by the General Assembly to be essential for the public welfare. These statutes buttress his authority with many detailed directives in considerable part technical in nature. They deal with control of animal diseases, improvement of stock, particularly of such animals as produce milk, eggs, or are used for meat. Under the Commissioner's jurisdiction are the licensing of dogs, the designing of the annual tags, and appraisal of damages done by dogs.

The Domestic Animals Department operates in much of its work in close cooperation with the Bureau of Animal Husbandry of the United States Department of Agriculture. This Federal Bureau has six employees stationed in Connecticut, four of whom are veterinaries. They have an office next to the quarters of the State Commissioner in the State Office Building. Travel expenses are a large item in the Connecticut Department's budget because so many of its agents must move constantly about the State to carry out their functions. They use a fleet of thirteen cars and require considerable supplies of biological products.

The activities of the Department have accelerated rapidly in recent years with the war only one of the causes. The total of all Department costs jumped from \$188,094.54 in the year ending June 30, 1939, to a total of \$426,826.26, for the year ending June 30, 1945. By comparison for the same years total receipts from all sources advanced from \$33,675 to \$80,429.81.

When it is necessary for the authorities to condemn cattle the owner is reimbursed for the loss their destruction causes him. This part of the Department's program of disease control is shared by the State and Federal governments. In part the cost is covered by the salvage value of the carcasses. The laws put a limit per head of cattle destroyed upon the amount of indemnity to be paid. It varies with the value of the cattle.

The animal disease laboratory at the Storrs Experiment Station

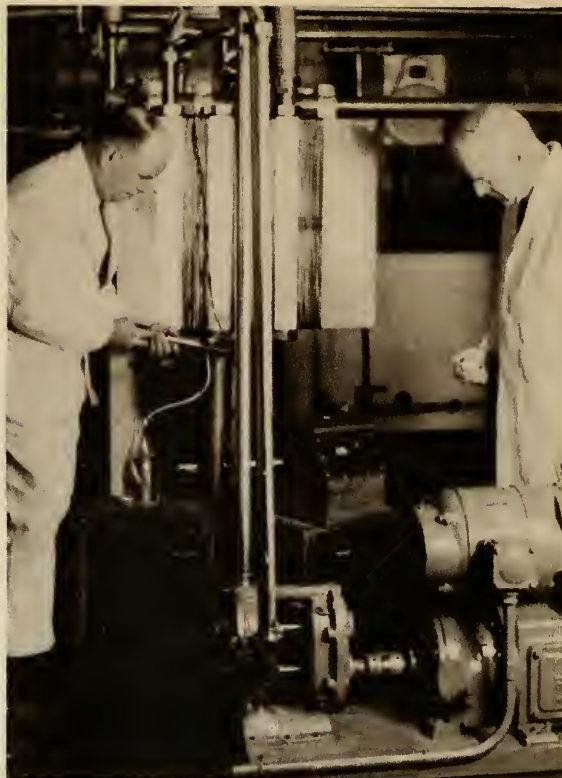


SCIENTIFIC FLOOD CONTROL

CITY OF HARTFORD



SAMPLING MILK FOR BUTTERFAT CONTENT



CHECKING PASTEURIZATION EQUIPMENT



SPOILED EGGS

DAIRY AND FOOD COMMISSION

furnishes a very important service to the farmers and veterinarians of the State. This is in part paid for by funds from the Domestic Animals Department. Where disease is feared or suspected, specimens of any type from any animal or from poultry, may be sent to the laboratory for diagnosis. For instance, during one recent twelve months' period, 5,418 such samples were examined at Storrs and were classified under eighty-nine different diseases or causes of death. With such information from the laboratory, the owner of stock and the veterinary are able to take steps to correct whatever unsatisfactory situation exists.

Finally one of the most important branches of service given by the Domestic Animals Department is in supervision of slaughterhouses and the regular inspections of meat and meat markets. This became extremely necessary during the war shortages. In that period the Connecticut Department worked with the War Food Administration to supervise and control slaughtering to provide an equal distribution of meat and meat products, also to see that these went on under sanitary conditions. In spite of all preliminary precautions, it is necessary to condemn considerable quantities of meat found by the Department's inspectors in their examinations of markets.

In matters of quarantine the Commissioner has wide legal authority which the Governor may extend where necessary. All cattle, swine and dogs imported into the State must be accompanied by permits issued by the Department and shipments remain in quarantine until released by the Department. Connecticut imports more than 15,000 cattle alone each year. A close check is kept upon all such transfers for public protection as well as for the benefit of dealers.

Dairy and Food Commission

SOME of the laws touching the production and sale of certain foods, notably milk, and other products are administered in Connecticut by the Dairy and Food Commissioner. He is appointed by the Gov-

ernor for a four-year term. Under his supervision is a considerable staff of inspectors, agents and office workers. The Commissioner is a member of the Milk Regulation Board together with the Commissioners of Health, Agriculture, and Domestic Animals and four citizens appointed by the Governor with the advice and consent of the Senate. This Board issues and enforces many regulations relating to dairies, to inspections of milk, cream, and milk products; and it must approve pasteurizing processes. The Dairy and Food Commissioner also administers such regulations as apply to manufacture of frozen desserts, several kinds of beverages, certain aspects of production in food factories, some sanitary precautions in retail liquor dispensing places, and laws relating to horsemeat, turpentine, insecticides and fungicides.

The Commissioner cooperates with several other State agencies concerned with food regulations, also with local and State health officers, and with the United States Public Health Services and the Food and Drug Administration of the Federal Government. The work of the Department, at its headquarters in the State Office Building, is divided into four sections: dairy; foods; drugs, cosmetics and devices; and the administrative section. The Commissioner appoints a Deputy and a Supervising Inspector who directs all examinations and inspections to make standards uniform throughout the State. The administrative division handles all registering, licensing, issuance of permits, filing of reports and health certificate records. It also compiles statistical data and handles other office routine.

The bulk of expenditures in the Dairy and Food Commission is for personal and contractual services, amounting to more than \$100,000. It requires a fleet of twenty-eight cars to keep the inspectors moving on their rounds. The total cost of the Department for the year ending June 30, 1945, was \$117,576.40 which in the same period was offset by collections of fees amounting to \$40,508.72.

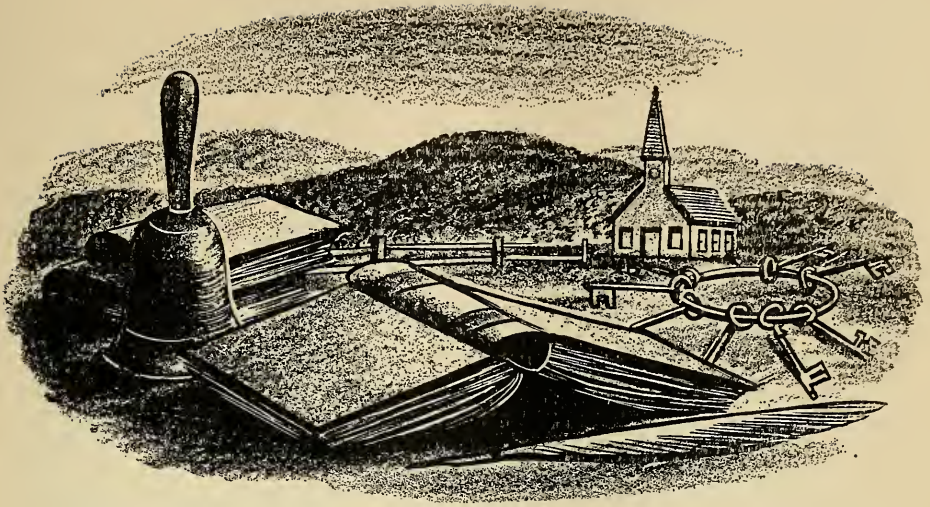
Milk producers have the services of the Department's inspectors who make their inspections approximately once every five months. Some idea of the size of this undertaking is revealed by the fact that

as of May, 1943, there were 5,576 farms subject to inspection in Connecticut. Milk dealers' plants and pasteurization processes are inspected about once every three months; oftener if trouble develops. There were 585 dealers under inspection as of April, 1944. These figures vary slightly from year to year.

Inspection service outside the State is the same as within except that it is confined to the milk shed serving Connecticut. The inspection of those licensed to manufacture frozen desserts in 1944 concerned sixty-five wholesale and 257 retail establishments. Similar inspections were made of twenty-seven wholesale and two retail places outside the State.

Considerable quantities of foodstuffs are confiscated when they fail to meet standards, from time to time. Such seizures have included flour, mayonnaise made with mineral oil, adulterated olive oil, and other products. Under the pure food laws and those related to drugs and cosmetics the Dairy and Food Commission has been ridding the State of old, dangerous, adulterated, or misbranded drugs and cosmetics which were on dealers' shelves when new laws were enacted making their sale illegal. The Commissioner has been doing all that present laws permit to stop the sale of "incubated eggs" to bakeries. It has been possible to confiscate some of the incubated eggs" when they are found in an advanced stage of decomposition.

When the Dairy and Food Commission was created in 1866 all its present duties were not foreseen by the General Assembly. At first it had but one purpose. This was to relieve those Connecticut dairymen making butter from the competition being offered by margarine. Steadily, over the years, the Legislature has added to the Commission's functions and duties, until it is one of the State's important agencies for the protection of public health and welfare.



CHARITIES
HOSPITALS
CORRECTIONS
EDUCATION

CHARITIES, HOSPITALS AND CORRECTIONS

Biennial Appropriations and Authorized Estimated Requirements of Funds

	1937-1939	1941-1943	1945-1947
Department of Public Welfare	\$15,954,108	\$24,853,353	\$23,049,440
Public Welfare Council	24,780	48,330	52,984
Commission on the Care and Treatment of the Chroni- cally Ill, Aged and Infirm	—	—	25,180
Soldiers', Sailors' and Marines' Fund	700,000	180,000	643,325
Trustees of State Fund for Inebriates	—	—	99,431
Mystic Oral School for the Deaf	187,731	215,311	261,226
Veterans' Home Commission	1,061,083	1,830,840	4,829,255
Tuberculosis Commission:			
Administration	62,368	74,134	245,114
Surgical Unit	68,246	74,620	190,068
Cedarcrest Sanatorium	579,174	826,073	1,063,079
Laurel Heights Sanatorium	772,818	923,039	1,206,090
The Seaside Sanatorium	308,612	321,171	451,839
Uncas-on-Thames Sanatorium	938,064	1,117,409	1,356,957
Undercliff Sanatorium	565,980	810,907	1,249,698
Mental Hospitals:			
Connecticut State Hospital	2,420,529	2,607,736	3,217,242
Norwich State Hospital	2,037,230	2,218,314	3,195,582
Fairfield State Hospital	842,093	1,707,202	2,514,715
Training Schools:			
Social Service Division	—	47,670	106,161
Mansfield State Training School and Hospital	1,046,334	1,111,595	1,559,540
Southbury Training School	10,000	918,430	1,948,278
Board of Education of the Blind	201,476	229,581	394,485
State Prison	795,980	1,006,674	1,345,884
Board of Pardons	2,000	3,304	4,620
School for Boys	444,347	472,842	641,537
Long Lane School	435,376	478,035	620,947
Reformatory	461,210	539,963	644,052
Farm for Women	421,976	504,941	639,016
Prison Association	15,540	25,270	32,550
United Spanish War Veterans	—	2,000	10,000

EDUCATION

	1937-1939	1941-1943	1945-1947
University of Connecticut	\$1,609,867	\$ 3,098,082	\$ 5,337,948
Board of Education	7,150,627	11,595,057	12,771,210
Public School Building Commission	—	—	2,000,420
Commission to Acquire Rex Brasher Paintings	—	74,290	—
Teachers' Retirement Board	1,392,749	1,287,491	4,148,169
State Library	221,280	230,066	441,710

Department of Public Welfare

IN 1881 five citizens were appointed by the Governor to constitute a State Board of Charities. Their duties were to visit and inspect all institutions of the State, both public and private, in which persons were detained by compulsion for humanitarian, sanitary, penal or reformatory purposes. The purpose of inspections was to determine whether inmates were properly treated, and justly and legally committed. If abuses were found the Board was given power to correct them. Another forerunner of the present Department of Public Welfare was the Department of State Agencies and Institutions, created in 1919. This was the time when the General Assembly first enacted laws providing aid for widows with dependent children. These laws were administered by a State agent named by the State Treasurer. Another State agent, under the Department of State Agencies and Institutions, was to have direction and supervision of the laws concerning the State's paupers and indigent persons. In actual practice, however, the same person was appointed in each instance until 1921. In that year, the General Assembly established the State Department of Public Welfare and provided that one agent should administer these laws.

The Department is made up of the following five Divisions: Administration, Statistical, State Aid and Collections, Child Welfare, Public Assistance. Under the Division of Child Welfare there is a Bureau of Child Welfare Services. This Bureau carries on a program of child welfare in rural areas not served by a local welfare organization. This child welfare work is financed entirely by the Federal government.

The Commissioner of Public Welfare heads the Department and is its executive authority. A Deputy Commissioner exercises direct supervision over administration and statistics. Each of the three operating divisions is headed by a Director.

The total expenditures of the Department from the General Fund appropriations for the year ended June 30, 1945, were \$3,769,967.

These expenditures were classified as follows: recurring operating expenses, \$751,600; capital outlay (equipment) \$350; fixed charges, grants and donations, \$3,018,017.

In addition to these expenditures the Commissioner was responsible for the expenditure of \$6,300,000 from the Old Age Assistance Fund. Also under his authority there was expended \$1,381 for aid to Indians; \$9,000 for the Women's Relief Corps Home; \$58,224 for the Newington Home for Crippled Children; \$486,930 for board of children in County Homes; and \$38,496 for examinations and commitments of the mentally ill.

These expenditures were partially offset by receipts which were deposited to the General Fund in the amount of \$923,533.

The disbursements by the Department of Public Welfare for aid in the several categories have been substantially increased in the recent past. This is due to increases in average budgets of recipients of aid occasioned by higher costs of commodities and other living costs; also by an increase of four dollars per day for hospital care.

The Department's Division of State Aid and Collections, for budgetary purposes, is included with the Division of Administration and Statistics under the official designation "Office of the Commissioner of Welfare". Expenditures for the year under that designation were: recurring operating expenses, \$202,093, fixed charges, grants and donations, \$1,000,000; making a total of \$1,202,093. This Division is responsible for a variety of related activities having to do with relief, care and supervision of dependent persons supported in whole or in part by State funds. It also determines settlement status of indigents and arranges for the deportation of dependents having no such status within the State. The same Division maintains individual accounts for all patients in State hospitals, sanatoria and State training schools. The board and care of such patients is charged in these accounts, and collections are made from the estate of the patient, from responsible members of his family, or from the town of settlement. Commitment fees also are collected. During the year ended June 30, 1945, the total of all collections made was \$2,056,655.

This money was deposited directly in the General Fund and is not included in the receipts of the Department as previously given. The division is responsible for the approval and payment of the following grants: payments to towns for care of paupers; to Newington Home; to County Homes for board of children; to the Women's Relief Corps; and aid to Indians. It also processes refunds of payments made for support of patients in State institutions when such refunds are in order and processes payment of fees in examinations and commitments of the mentally ill. The work of this Division is carried on from the office in Hartford and one district office located in Bridgeport.

The average number of cases under the State Aid program during the year ended June 30, 1945, was 4,500 affecting 5,100 persons. Of this number approximately 2,000 persons were in State hospitals for the mentally ill and in State hospitals for the tubercular.

The Division of Child Welfare is responsible for the care, custody, supervision and protection of children committed to the Commissioner of Public Welfare. The number of children so committed as of June 30, 1945, was 1,510. Branch offices are maintained in Hartford, Bridgeport, New Haven and Norwich. Expenditures by this Division for the year ended June 30, 1945, were: recurring operating expenses, \$227,303; capital outlay, \$262; fixed charges, grants and donations, \$438,053; or a total of \$665,618.

The board and care of children under six years of age, who are wards of the Commissioner, is paid by this Division. These children are placed in private homes which are located and approved by the field workers. Supervision is maintained while the child remains in a foster home. The average rate of board and care for these children has been, for some time, approximately seven dollars per week. In addition, medical and dental care is provided by the State and clothing and other supplies furnished. The responsible town participates in the cost of care to the extent of three-tenths of the total. This town participation comes to the State in form of reim-

bursments and for several years has approximated twenty per cent of the total amount disbursed by this division.

Inasmuch as the children placed in foster homes attend the public schools, and mingle with other children of the community, the State now provides a spending allowance for each child. This is to make the child's status as a ward of the State less obvious.

For some time the objective of the Division has been to reduce the average case load of the field worker so that closer supervision could be maintained through more frequent visits. Also it is the purpose to give more supervision and better medical care to county wards, and better service to the Juvenile Courts. A reduced case load for field workers will make possible more preventive work. There is an opportunity, in many cases, to improve home conditions so that the child involved does not become a ward of the State. Progress is being made toward these objectives by appointment of additional field personnel.

The Division of Public Assistance administers three programs. These are: old age assistance; assistance to the needy blind; aid to dependent children. All three of these activities are in part paid for from Federal funds provided under the social security laws. Appropriations from the General Fund of the State are made for cost of administration of all these programs and for grants paid under the aid to dependent children schedule. During the year ending June 30, 1945, the total expenditures from these appropriations were classified as follows: recurring operating expenses, \$322,204; capital outlay, \$88; fixed charges, grants and donations, \$1,579,964. The total is \$1,902,256. Of that amount substantial reimbursements were received from the Federal government and from the towns came their share of award payments.

The aid to dependent children program was inaugurated in December, 1941, and it replaced the former widow's aid. Under present provisions aid may be given when necessary to any relative who maintains a home for an orphaned child. During the first month of

its operation aid was given to 1,110 families in such circumstances, involving 2,977 children.

During the year 1944-1945 the average number of families assisted was 1,816 and the average number of children involved in such cases, 4,076. The average amount expended monthly was \$82.12 per family and \$36.57 per child. Perhaps it should be noted that in some families more than one child is orphaned.

Contributions by the Federal government are based on fifty per cent of award payments not exceeding a maximum of eighteen dollars a month for the first child and twelve dollars a month per child where there are additional children. This means that the Federal government participation is in a maximum amount of nine dollars and six dollars respectively and approximates twenty-four per cent of the total award payments.

The old age assistance and aid to the blind programs are financed through the old age assistance fund. Expenditures from the fund for the year 1944-1945 were \$6,300,000. Administrative costs are reimbursed by the Federal government in substantially the amount expended and when received are included with the reimbursements for award payments and deposited in the old age assistance fund. The amount received for administrative costs then is transferred to the General Fund of the State.

The average number of beneficiaries during the year was 14,209 persons. There was a monthly payment of approximately thirty-six dollars per beneficiary. Payments during the recent years have increased due to an increase in the maximum award from nine dollars a week to forty dollars a month, as approved by the General Assembly, in 1941. During the same session of the Legislature provision was made for payment for medical care.

Participation by the Federal government in the award costs is fifty per cent of monthly awards to a maximum of forty dollars. This of course limits the Federal participation to twenty dollars. In addition five per cent of the total Federal contribution is given for the cost of administration.

As is the case in the aid to dependent children program progress has been made toward reducing the average case load per field worker through the appointment of additional personnel. This keeps the State in better and more frequent touch with the needs of the beneficiary. In many cases this more careful check allows adjustments downward in award payments where there has been improvement in the financial status of the beneficiary or responsible members of his family. In addition, it is required by the Federal government that all cases be reviewed at certain intervals otherwise Federal participation would cease.

On June 1, 1946 there were employed in the Department of Public Welfare 401 persons and forty-one authorized positions were vacant.

Public Welfare Council

THE Public Welfare Council is largely a fact finding, investigating and advisory body with respect to the conduct of State institutions for care of dependent, defective or delinquent persons and operation of the welfare laws. It was created by act of the General Assembly in 1937 to provide a steady, objective check by competent citizens not engaged in operation of welfare institutions, and carrying out their duties without any remuneration. The Council, which meets formally at least once every two months, consists of five members appointed by the Governor with the advice and consent of the General Assembly. The law specifies three members shall be men and two women to serve four year terms. Members visit all of the State, county and private institutions. Naturally, some patients in State institutions write to the Public Welfare Council when not satisfied with conditions or to make suggestions. About a hundred such communications come to hand yearly and they are treated in a confidential manner. Either the writers are visited by members of the Council or they receive letters in reply.

Two notable and extensive research programs have been carried

through by the Public Welfare Council which required considerable time and occasioned the employment of assistants. The first research report was published in 1942 and gave a complete analysis of the operation and all conditions surrounding the hospitals for the mentally ill in Connecticut. In this work, the Council was assisted by experts of the United States Public Health Service and a complete survey was printed for general distribution. This was a thorough and scientific piece of research reporting. The second report was called for by special act of the General Assembly, at its 1943 session. This required the Council to inquire into the possible need for a State infirmary for the care and treatment of aged, infirm, and chronically ill persons. The work was done and a report made to the General Assembly in its 1945 session. It recommended that a board or commission be established to administer a program of care for the aged, infirm and chronically ill. In accord with this studied recommendation, the General Assembly created such a board which it gave authority to formulate plans for the program indicated as necessary.

Upon the Council's recommendation the General Assembly in 1939 had abolished the State Farm for Inebriates conducted in connection with the Norwich State Hospital. In 1945 the Legislature created a Board of Trustees for the State Fund for Inebriates. This body is to study the problem of alcoholism and is to recommend methods for the care of alcoholics. Another recommendation of the Council in 1939 was that the Legislature enact a law to qualify Connecticut for grants of aid to dependent children under the Federal social security acts. This recommendation was followed by the General Assembly. Also, the Council proposed to the Legislature that a State system of juvenile courts be created separate from the minor courts. The General Assembly in 1941 followed this recommendation.

The Council approves when children committed to the care of the Commissioner of Welfare are given in adoption. In such instances, foster parents must have been carefully selected and must submit to a year's trial, and investigation of their personal circumstances in order to qualify for this trust. The Council also licenses boarding

homes for the aged after inspection and they are visited yearly before renewals of the licenses.

In 1945 the General Assembly passed a law which requires the Council to make a survey of the conditions leading to delinquency and neglect of children, also to study the needs of delinquent, neglected, and uncared for children, for the purpose of making a report to the Legislature in 1947. Another act of the last session specifies that no person may solicit funds for charitable causes unless the cause has the approval of the Council and has been granted a certificate to that effect.

The cost of operation of the Public Welfare Council for the year ending June 30, 1945 was \$22,398 and it maintains a headquarters in the State Office Building.

Commission on the Care and Treatment of the Chronically Ill, Aged, and Infirm

IT is the purpose of the Commission on Care and Treatment of the Chronically Ill, Aged, and Infirm to study the entire problem presented, initiate a program for State procedure in this matter, develop existing resources, and prepare plans for constructing or leasing properties which may be needed. This Commission was authorized by the General Assembly in 1945 and the sum of \$25,000 appropriated for the biennium to activate the most urgent phases of the Commission's program. The Governor appoints a Commission of five who receive no compensation other than expenses. The Commissioner of Health and the Commissioner of Welfare are ex officio members of this board. This new State agency will report biennially to the Governor and the General Assembly, but any construction, purchase or lease of properties for the care of the chronically ill, aged, and infirm would require Legislative approval and the consent of the Governor.

Soldiers', Sailors' and Marines' Fund

DURING the 1919 session of the General Assembly legislation was enacted establishing a Soldiers', Sailors' and Marines' Fund by the purchase of government bonds with a maturity value of \$2,500,000, at a cost of \$2,254,862.50. The income was to be used to aid needy veterans of World War I.

The Fund is in the custody of a Board of Trustees made up of the State Treasurer and the Investment Committee and the law provides that the Treasurer of the American Legion shall serve as the Administrator of the Fund.

The sums required for disbursement in the operations of the Fund are paid upon the order of the Comptroller to the Treasurer of the American Legion. These payments are made on such supporting statements as may be required by the Comptroller. The Treasurer of the American Legion in turn makes disbursements to the beneficiaries. Each order drawn by him must be approved by at least two of the Legion's executive officers or a special Legion committee.

The Fund has offices in Hartford, New Haven, Bridgeport and Waterbury and the personnel are employees of the State.

In all of the cities and towns where there is a Legion post either one man or a committee serves without pay as the representative of the Fund. They complete the applications for aid, giving all facts, and such applications are then submitted to the main office for approval. Some of the men so serving the Fund have done so for a number of years, ranging from ten to twenty. Since they serve without pay the cost of operation has been relatively low.

In qualifying for aid through this Fund the veteran must have been honorably discharged and his war service credited to the State of Connecticut and, of course, he must show proof of need. The type of aid extended is such that the needy veteran and his family may be provided with food, wearing apparel, medical and surgical aid and the funeral expenses of the veteran. Aid is also extended,

where needed, to widows of veterans who resided with them at the time of death and to dependent children under sixteen years of age.

Annual disbursements during the life of the Fund have ranged from a high of \$313,089 in 1932-33 to a low of \$36,983 in 1943-44. Prior to a recent tremendous increase in the number of beneficiaries, due to strikes, the average weekly number of beneficiaries ranged from a high of 1,600 in 1932-33 to an approximate 100 at the end of the fiscal year on June 30, 1945. The total expenditure, including costs of administration for that year, was \$68,852. During the 1945 session of the General Assembly the Legislature recognized the certainty of a very large increase, in the years to come, in the number of applicants for aid. It approved legislation increasing the principal of the Fund to \$15,000,000; this increase in capital to be financed from an additional tax of one cent on each package of cigarettes sold in the State. The tax became effective October 1, 1945.

The original legislation covering the Fund and its operations provided that only the interest accumulations were available for relief payments. The statutes approved in the 1945 session provide that, in case of deficiency in the interest accumulations of the fund, so much of the proceeds of the cigarette tax as may be necessary shall be paid upon the order of the Comptroller to the Treasurer of the American Legion. The original legislation also stipulated that the principal of the Fund shall be invested in government bonds. Recent legislation authorized the Board of Trustees to invest, and reinvest, the principal in such securities as may be regular investments for trust funds.

From the date of the establishment of the Fund to June 30, 1945, the total disbursements were approximately \$1,300,000 in excess of the total income. This deficit, as it occurred, was financed through appropriations from the General Fund to an account designated as Supplement to the Soldiers', Sailors' and Marines' Fund, the appropriation being made to the Veterans' Home Commission and drawn on as required. Under the provisions of the statute establishing the Fund only World War I veterans were eligible. Subsequent legisla-



ADMINISTRATION

VETERANS' HOME



A BARRACKS

VETERANS' HOME



ISRAEL PUTNAM MEMORIAL CAMP GROUNDS

AN HISTORIC SITE

tion has been approved making Spanish War and World War II veterans eligible.

On the cessation of hostilities of World War II the veterans, of which there are approximately 250,000 in the State, were returned to civilian life in large numbers during a relatively short period. Many of them were barely established in their jobs when the industrial unrest, and its attendant strikes, forced them into the ranks of the unemployed. In order that they and their families should not suffer during the period of unemployment the administrator of the Fund made immediate provisions for processing applications and extending aid to those who qualified. The problem was particularly acute in Waterbury because of the complete shut down of all the brass industry plants. The applications for aid were materially increased in Hartford, Bridgeport, Stamford, Bristol, Meriden, Derby, Ansonia and Shelton. The most recent figures indicate that approximately \$91,000, was disbursed from the Fund as a result of strikes.

Recently, recognizing the increased cost of commodities, the trustees of the Fund approved a general increase in the amounts to which the beneficiaries of the Fund are eligible.

There are eighteen employees on the State payroll whose salaries are paid from the income of the Fund. This represents a substantial increase over the number employed prior to the upsurge in its activities.

Trustees of State Fund for Inebriates

(COMMISSION ON ALCOHOLISM)

THE General Assembly in 1945 created the State Fund for the Care of Inebriates and made provision for a Board of Trustees to administer it and study the entire problem of chronic alcoholism. Two members of this five-man Board must be licensed to practice medicine and all are to serve without compensation but shall receive expenses. They are appointed by the Governor. By law it is provided that the State Treasurer set aside nine per cent of the permit

fees received by the Liquor Control Commission for the creation of this Fund for care of inebriates. It is estimated such deposits will amount to about \$190,000 yearly. The Board appoints from outside its own membership an Executive Director and a Medical Superintendent.

The name Commission on Alcoholism was adopted by the Trustees for administrative purposes. It started operations on March 15, 1946, when it appointed an Executive Director and established the central office on Whitney Avenue in New Haven. In New Haven also, clinical services were obtained by means of a contract with Yale Plan Clinic. Clinical services in Hartford were included in the initial set-up.

For later execution, one or two more clinics and a convalescent center are planned. When they are in operation and personnel has been trained, definitive arrangements will be made for those persons who might need long term commitments.

Mystic Oral School for the Deaf

THE Mystic Oral School for the Deaf is a State-owned and operated coeducational project where deaf children, otherwise normal, may acquire the power of speech and at the same time receive a regular primary and secondary school education. It is a seminary, or boarding school which opens in early September and continues until mid-June. Sending children to this school is an entirely voluntary act by the parents who may withdraw their child at any time. Classes are in session the same number of hours each school day and the same number of days in the school year as is prescribed for other public schools. The sole purpose is to make provision in Connecticut so that no deaf child needs grow up without the power of speech, or lack the schooling so essential to a useful and happy life.

Any child in the State more than five years old, who either is deaf or is too hard of hearing to make normal progress in the ordinary

public school, is eligible for admission. However, such a child must be of sound mind and free of contagious or infectious disease.

The Mystic Oral School is situated in the town of Stonington, two miles north of the center of Mystic village. It occupies a 135-acre site on high and partially wooded ground affording a strikingly beautiful panoramic view of much of the countryside. From the grounds and buildings the children look out upon the Mystic River far below and away to Long Island Sound and the islands off shore.

All the buildings, except the farm structures, are practically new and modern in every detail. There is a well appointed administration building, separate dormitories for boys and girls, excellent living accommodations for the teaching staff and maintenance workers, bright and attractive school rooms, adequate kitchens and a cheerful dining room. In one of the basements is a large play room for stormy weather while outside are fully equipped playgrounds. Only a few steps from the main buildings are a lovely little pond for skating and an excellent hill for winter sliding far from the perils of traffic. The school woods supply picnic grounds, hiking trails, and opportunities for observing wild life. The farm buildings while not new have been modernized and serve their purposes nicely.

Children come to this school very young usually. The first few years of schooling are extremely important for the child handicapped by deafness. So the grades start with the kindergarten and a child may progress through the grammar school grades and pass on to high school studies. When a deaf child first enters school, he has no power of speech, no vocabulary. He does not know that things have names and does not know his own name. The hearing child learns much before going to school from its parents and other associates by the medium of hearing and imitating the speech of others. The deaf child gets none of this. So at Mystic Oral School the teachers become lecturers, voice trainers, hygienists, Sunday school teachers, counselors, playground directors, and classroom instructors.

Teaching the art of speech to those who are deaf and, therefore, mute, calls for a distinctive technique of instruction. The teachers

must be specialists having particular qualifications. At the start the child's attention is focused on making the vowel and consonant sounds. Since he cannot hear them, he studies the proper positions of tongue and lips as shown by diagrams on the blackboard and demonstrations by the teacher. Much more quickly than the layman would expect, most small children proceed to actual word formations and then to sentences. One room in the school is devoted entirely to teaching with lantern slides, still picture projections on a screen, and motion picture films. The school has an excellent library of educational films. For those having some measure of hearing the Mystic School has portable phonographs. These instruments have earphones for both air and bone conduction of sound vibrations. Rhythm is taught by use of musical records. It is interesting to note that lip reading is an art for which not all persons are equally well suited. Some children quickly attain remarkable facility. Others, just as bright and alert, find lip reading much harder.

At this school, teachers and officers are with the children in practically all their activities. In this close association the little people acquire proper habits of conduct under all circumstances and their general education moves along rapidly.

Deaf children, after the acquisition of speech, lip reading, and language, have entered the ordinary schools, kept up with their classes, and some have gone on to be college graduates. The history of many who have passed through the Mystic Oral School reveals that they have gone out into the world to lead normal lives, to marry, rear children, acquire property, and fill responsible positions.

The school is governed by a Board of Trustees who decide all matters of policy and select the Superintendent. Six members of this Board are appointed by the Governor who sits with them as an ex officio Trustee. When the State purchased the institution in 1921, the first Board was appointed and one of the original members still serves. At that time a Superintendent was named. He recently has retired after 25 years in this position. His wife, who has been Principal of the school, likewise retired.

The value of real property at the Mystic school is slightly less than \$700,000. The cost of operations for the year ending June 30, 1945, was \$101,367 for recurring expenses and \$9,947 for capital outlay, making a total of \$111,314. The number of pupil admissions during the year was nineteen and one was graduated. In the same period, with a rated capacity of 165, the average number of pupils in attendance was 129 and the number of employees forty-three. Of the twenty buildings on the property, six are devoted to farm purposes and shops. For the year ending June 30, 1945, the value of farm and dairy produce was \$12,255. This included 60,710 quarts of milk valued at \$6,628 and 8,455 dozen eggs valued at \$3,801. The twelve acres under cultivation is an important asset in supplying fresh foods for the children and affording them opportunities to acquire experience in general farming.

In their leisure periods, the boys make a great variety of useful and ornamental furniture much of which is used at the school. Some of the items created in the woodworking shop are benches, tables, electric lamp stands, book and bric-a-brac shelves, magazine racks and handsome small boxes for trinkets or jewelry. The girls begin early to learn to make their own clothes, design dresses, and to embroider. They also can vegetables and make jellies, jams, and preserves. They enjoy cooking lessons, studies in nutrition, and house-keeping. Former students at the school have become linotype operators, photographers, teachers, architects, artists, and even preachers.

What chiefly retards enrollment at the Mystic Oral School is the hesitancy of parents to send their young children to a boarding school even though they return home for the vacations. This situation is partly due to the fact that the great opportunity offered is not generally understood by the people of the State.

There is a romantic story behind the institution, a true Connecticut saga. About 1830, Jonathan Whipple of Mystic was troubled because his son, a bright lad, had been born deaf. No one in America, or anywhere else so far as the father knew, ever had taught a deaf child to speak, but Jonathan decided to try. He succeeded and gave

the boy a good common school education, thus originating the oral method and becoming the first American to accomplish this supposedly impossible achievement. In 1869 he opened the Whipple Home School for the Deaf at Ledyard. In 1872 the General Assembly granted him State aid.

Pupils came to Whipple's school from all parts of the United States. Alexander Graham Bell, the great inventor, became an enthusiastic proponent of the oral method and urged its widespread adoption. Schools teaching the oral method soon sprang up in many states and the number still is growing. In 1874, the founder's grandson, Zerah Whipple, then headmaster, bought the site and moved the school to its location in Stonington. In 1895 the institution took its present name and for the next twenty-five years was managed by Mrs. Clara McGuigan, a descendant of the founder. It was incorporated in 1898 and in 1921 the State of Connecticut bought the entire property. While Jonathan Whipple was the first American to discover that the deaf could be taught to speak, he was not the first person to succeed at it. The oral method had been successfully tried by a family in England, but they kept the method a secret, opened a school, and would not share their knowledge with others except on a monopoly basis. These facts were not known to the American inventor who is recognized as one of the great benefactors of mankind.

Veterans' Home Commission

THROUGH its Veterans' Home Commission, Connecticut provides generous care for disabled war veterans, their dependents and widows, which is unsurpassed anywhere in the world. The immense and splendidly equipped Veterans' Home and Hospital at Rocky Hill is only one part of the Commission's responsibilities. In many cases veterans are cared for under the Commission's direction at general hospitals outside the institution. It also administers State aid in several forms to wives, children and widowed mothers of veterans.

Early in the second World War, the General Assembly realized that the great establishment at Rocky Hill, then but recently opened, would not be large enough. So the Legislature provided for doubling the capacity there and that work is nearing completion. The 284 bed hospital is to have 612 beds. The residential facilities are being enlarged from 776 beds to 1552. This expansion, together with new apartment homes for medical, nursing and technical staff members will cost the State more than four million dollars. When the present development is finished, the Rocky Hill agency will have cost Connecticut, for capital outlay alone, approximately \$7,500,000.

For the year ending June 30, 1945, the recurring operating expenses of the Veterans' Home were \$453,190. This outlay, together with equipment purchases of \$7,390 and other expenditures for new buildings and major improvements, brought the total expenditures to \$650,654. Considering the size of Connecticut, no state in the Union is giving such complete and costly service to the needy veterans of its several wars.

What most impresses visitors at the Rocky Hill establishment is the immensity of the place, its obviously solid construction, and magnificent equipment both as a home and a hospital. The uniformly immaculate cleanliness and order in every department is reminiscent of the best in Army and Navy tradition. Often visitors there for the first time also are surprised to find really young men so greatly in the minority. The men from our most recent war are comparatively youthful but a majority of the members are well advanced in years, the average age for the entire population of the home being fifty-five years. The average ages of members, arranged according to the wars or campaigns in which they served are: Spanish War veterans, seventy-one; Mexican Border men, sixty-two; those from the Nicaraguan Campaign, fifty-four; first World War veterans, fifty-four; and those from the forces of the second World War average thirty-three years.

The need for the current enlargement of the institution is indicated by the fact that Connecticut sent 67,000 men into the armed

services in the first global struggle and in the most recent conflict had approximately 250,000 men under arms.

In its administration of the Rocky Hill establishment, the Veterans' Home Commission conducts the affairs of one of the largest undertakings of the kind in this region. The Commission consists of eight men appointed by the Governor for terms of eight years. After completion of the present expansion program, this board will have available facilities for the welfare of 2,164 veterans resident at Rocky Hill and others under medical care outside and the dependents of many of these members. The institution site consists of 310 acres of which 118 are devoted to agricultural purposes and six acres are set aside for the Veterans' Cemetery. There are forty-seven buildings on the property, twenty of which are devoted to farm and dairy purposes.

The General Assembly of 1931 created a fund of \$250,000 for the purchase of a site and the preparation of plans for a new soldiers' home. It also appointed the Veterans' Home Building Commission to have charge of the proposed undertaking. Eventually the construction of this State institution was paid for jointly by State and Federal Governments, Connecticut supplying sixty per cent of the money and the United States Public Works Administration the remaining forty per cent required. This combined home and hospital was occupied for the first time August 28, 1940, and formally dedicated on September 14th of that year, with the present Commandant in charge. He holds the rank of Colonel and his staff is organized on a military basis. Veterans domiciled at the institution are called members. They, too, are organized on a squad basis for convenience of operation and routine procedure.

The Commandant did not come to his office without long preparation. He was a veteran of the first World War, experienced also in state government and in public administration. From 1919 to 1921 he had been Deputy Commissioner of the Department of State Institutions and Agencies. From 1921 to 1935 he was the Commissioner of that Department. From 1935 to 1940 he was Commandant

of the present institution's predecessor, the Fitch's Home for the Soldiers at Noroton. From 1931 to 1937, in addition to other duties, the present Commandant also was a member and the Secretary of the Veterans' Home Building Commission.

During the Civil War, at his farm in Noroton, Colonel Benjamin Fitch provided a home for the orphans and widows of Connecticut comrades who had been killed. Later he turned a part of his estate into the Fitch's Home for the Soldiers. For many years he devoted his time and money to carrying on his private philanthropy which later received State aid from appropriations made by the General Assembly. Upon the death of the founder, a part of his fortune became an endowment for the Home and subsequently the State acquired some adjoining property by purchase. In 1927, the State of Connecticut had ownership of property consisting of twenty-two acres and buildings for the accommodation of five hundred veterans. At the same time the Legislature vested control in the Veterans' Home Commission, which continued to operate the Noroton property until the Rocky Hill institution was completed. It still has charge of the veterans' burial ground formerly connected with the Noroton project, which is a large plot in Spring Grove Cemetery in Darien. Buried there, as of May, 1945, were 691 veterans of the Civil War, twelve from the Indian wars, ninety-five Spanish War veterans, one from the Mexican campaign, 185 who served in the First World War, and four veterans of the most recent conflict. The Commission provides funds for burial of veterans when required by circumstances and also for suitable headstones and markers.

The great establishment at Rocky Hill occupies an excellent expanse of hilltop farming country from which there is a broad view of the Connecticut River valley and the highlands to the eastward. The entire institution is new and save for some farm structures is built of brick, steel and concrete. The buildings are of pleasing proportions and well designed for their several purposes. Where practicable the different units are connected by large underground tun-

nels used as passageways and also serving as conduits for the steam heating pipes and electric power cables.

Members who are not seriously ill live in dormitories which are arranged for squads of eight men in each large room. The dormitory buildings have recreation and rest parlors, reception rooms, and ample bathing and toilet facilities on each floor. The hospital unit is a complete general hospital equipped to give every manner of service to be had in any metropolitan institution of the kind. Notable features include the operating rooms, X-ray department, laboratories, special wards, the dental clinic, and a technician's room for the preparation of dentures. The hospital is so constructed as to give all rooms a maximum of sunlight and the equipment throughout is up to the highest standards.

Brick homes, of modern Colonial architecture, are built along both sides of a private road to the west of the main establishment to serve the needs of the Commandant and his staff. The main buildings surround a central parade ground with the administration building nearest the public highway. On the opposite side of this highway, known as West Street, the farm buildings are grouped and so are well removed from the dormitories, hospital, and residences. Accommodations for the civilian employees are excellent and convenient to the hospital.

Providing food in such an establishment requires not only central dining halls and kitchens but facilities for auxiliary services. Many special diets are required, not only for those in the hospital, but also for members who suffer various chronic disorders or are convalescent. There is every needful provision for such special services.

For the year ended June 30, 1945, food stuffs to the value of more than \$43,000 came from the institution's farm and dairy. More than \$6,000 worth was transferred to other State agencies. Some of the items of production were: 225,149 quarts of milk valued at more than \$20,000; 11,364 dozen eggs valued at \$5,754; a supply of poultry meat worth \$1,600; vegetables valued at \$1,139; ensilage and hay with a market value of \$8,000. As of April, 1946, the herd of

Holstein cattle consisted of seventy-nine cows and five bulls. In the poultry department were 1,037 hens and 580 baby chicks.

There is a system in operation at the Home whereby members who are physically able are employed in many capacities, including work on the farm. Their compensation ranges from thirty to fifty dollars a month for such services. As of June 30, 1945, there were seventy-nine members employed and 115 civilians. On this same date, with a rated capacity of 1,060, including the hospital, 338 members were in residence and sixty were under hospital or other medical care outside the institution. During the year that closed on this date, 1,649 veterans were admitted, 1,507 discharged, and ninety-one died. Since that date there has been a substantial increase in the number of members in residence.

The Veterans' Home Commission carries on general control activities in the handling of State aid to needy relatives of veterans. It also administers the Colonel Benjamin Fitch Trust Fund and the Posthumus Fund for welfare and entertainment and handles certain other funds as provided by legislative enactment. The total of funds expended from appropriations for general control was \$97,163 during the year ended June 30, 1945.

Qualification for admission to the Veterans' Home is the need for assistance by a person honorably discharged from the armed services of the United States after participation in any war, campaign or expedition so recognized by the Army and Navy Departments. This includes veterans of the armed forces of nations allied with the United States in the two global wars, provided that if the veteran's service is not credited to this State, he shall have resided here for at least two years subsequent to his separation from the service.

There is a large and excellent auditorium, stage and motion picture installation at Rocky Hill where movies are shown twice weekly. Concerts, shows, bingo parties and other entertainments frequently are sponsored by organizations having the welfare of the veterans in mind. There are two chapels for religious services. One is designed for the Roman Catholic chaplain's use and the other for the Protes-

tant chaplain. They conduct Sunday services and pay frequent visits to the men in the dormitories and at the hospital.

The policy of the Veterans' Home Commission is to see that every member who enters the institution has opportunity to prepare himself to return to normal civilian life. Naturally this is the thought behind the occupational training and vocational guidance.

State Tuberculosis Commission

FOR almost forty years the State Government has carried on an increasingly effective and ever more vigorous fight against tuberculosis. In its five sanatoria, valued at more than \$7,000,000, it has treated more than 35,000 patients. In Connecticut, between 1900 and 1904, the death rate from pulmonary tuberculosis was 151.9 for each 100,000 inhabitants. By 1944 the fatality rate had dropped to 34.3.

The General Assembly of 1907 appointed the first committee to study methods by which the State might come to the assistance of private medicine to combat this scourge. That initial action resulted in creation by the Legislature of the present State Tuberculosis Commission. Members of this board of five persons are appointed by the Governor to serve terms of six years. They direct the entire effort upon which the State now annually expends for maintenance considerably more than \$2,000,000.

The patient census for the five sanatoria, figured over a year's time, shows a daily average of 1,500 persons receiving treatment. The rate of discharges at these hospitals constantly is increasing. During the twelve months ending June 30, 1944, the sanatoria admitted 1,199 patients and 944 were discharged.

The effectiveness of treatment to control this disease is due in considerable measure to a constant education of the public in preventive measures. People are taught the value of clinical examinations and the necessity for early diagnosis and treatment followed by periodical check-ups after the disease has been arrested.

Three of the sanatoria were opened in 1910, another in 1913, and the fifth in 1919. The hospitals are strategically located about the State for the greater convenience of the afflicted and their families and friends. In the beginning the basic treatment was complete rest for the patient, continuous open air living even in winter, and a high caloric diet, sometimes called the "eggs and milk regime." From this concept grew the flimsy frame buildings erected on hilly ground away from cities. Advances in medicine and general science have played an important role, with the result that equipment today is totally different.

The State Tuberculosis Commission has replaced the rambling wooden pavilion-type structures by erecting modern hospital buildings of brick, steel and concrete. These are fitted with extensive laboratory, X-ray, dental and surgical departments as well as having most attractive private room and ward accommodations. In all respects the Connecticut sanatoria are equal to the best metropolitan hospitals.

Each sanatorium is governed by a superintendent who also is its medical director. He and his staff of physicians and graduate nurses all are specialists in the treatment of tuberculosis. They are assisted by a large group of sub-professional attendants and orderlies as well as dietary, housekeeping, and maintenance workers.

Every possible advantage was taken in construction to make use of a maximum amount of sunlight in the wards. When there is insufficient natural sunlight, there is available artificial light treatment called heliotherapy. Ideas about diet have been modified until feeding of patients today is the same as, or better than that which would prevail in any first-class hospital.

Each of the sanatoria maintains several out-patient clinics in centers of population throughout the region where the institution is located. At these diagnostic centers local physicians and public health officers may secure for those consulting them, or the citizen may secure for himself, free of charge, examinations and advice. Here he has the services of the hospital's specialists in the detection and

treatment of tuberculosis. These clinics are conducted in conjunction with the case-finding program established in 1940.

Case-finding, as the term implies, is a project aiming to seek out tuberculosis in its incipient stages before the victim is aware of the true nature of his trouble. Early detection of this scourge is extremely important. It is hoped that soon everyone in Connecticut will take the precaution of X-ray examinations of the chest. These examinations are the initial feature of the exploratory work in case-finding. Universal acceptance of such tests, together with prompt treatment where danger is found, most certainly would result in making tuberculosis a minor rather than a major cause of death in this State.

Mass X-ray surveys of large groups of personnel are made by the State's doctors in numerous factories and large office establishments, in many institutions, and in some entire communities. In five years the Commission's case-finding program has met with remarkable public acceptance and appreciation. The services of the examiners now are being scheduled months in advance, so rapidly is the demand growing. In the early months of 1946, between one and two thousand X-ray tests were being given each week. This service will continue to expand when people understand that about ninety per cent of the persons now admitted to State sanatoria did not make application for treatment until their disease already was in an advanced state. Early diagnosis means that treatment may be short in duration and happy in its result. This is preventive medicine at its most effective level.

The United States Public Health Service, Bureau of Tuberculosis, is watching the results of this pioneering program of case finding in Connecticut with close attention and deep interest. Case-finding hardly had begun here when the Commission's medical specialists were called upon by the Federal Government to give chest tests to every man drafted. The number reached six hundred a day at the height of the Selective Service activity. All men called for service who were shown to be tubercular by the X-ray chest tests immediately were

put under medical supervision. In the latter months of the war the Army had secured its own X-ray equipment and had trained the operating personnel. However, physicians from the State Tuberculosis Commission's staff continued to interpret the films as this requires the eye and experience of a specialist. The importance of this X-ray examination of a total of 222,502 Connecticut inductees is indicated by the fact that 1,464 cases of tuberculosis were discovered. Of this, 49.9 per cent were cases in a minimal stage.

The Commission's Division of Tuberculosis Control keeps an ever expanding central case registry file. All needful information is uniformly recorded concerning every patient who comes under State supervision. Already this has become an invaluable record for the guidance of physicians, to whom it is alone available. Data gained from these records aids the Commission in planning and administering its statewide program.

When a tubercular patient is received at one of the State hospitals, the new arrival is given a complete physical examination. A thorough study is made of the entire history of the case. This procedure frequently brings to light ailments other than tuberculosis. Physical troubles of all kinds are then treated by the hospital staff, including repair of the teeth and the procurement of eyeglasses where needed. In this way the patient's general physical condition is improved so that the tubercular infection may remain the sole difficulty to be overcome.

Rest is the great restorer in this affliction. In recent years the idea of rest is applied not only to the body as a whole, and to the mind, but sometimes goes to the extent of giving one lung complete rest. That is accomplished by allowing air to enter between the lining of the chest and the lung itself, thereby collapsing the lung which then ceases to function. Fortunately, man is so constituted that he may, if necessary, go through life using only one lung. This treatment involving lung collapse is called pneumothorax. In major surgical matters, the surgical unit at the Uncas-on-Thames Sanatorium at Norwich serves all the sanatoria.

At Uncas-on-Thames, the Tuberculosis Commission maintains an institution valued at almost \$2,000,000. Of the thirty-four structures on this property, four are ward buildings housing sixteen wards. There are adequate isolation rooms for the very ill. The equipment throughout the establishment is thoroughly modern, even to the auditorium, which has two standard-sized motion picture projection machines. Radio reception is monitored automatically in the office by an ingenious mechanism which permits each patient to listen to his or her favorite program by use of a pillow earphone. This is a truly luxurious hospital in a sightly location. As of June 30, 1945, the 370 patients here were served by 258 employees. Since 1913 this hospital has treated 8,984 tubercular people.

Laurel Heights Sanatorium is situated south of Shelton and its seventeen buildings on 133 acres of land are valued at approximately \$1,500,000. In the three ward buildings are sixteen wards. As of June 30, 1945, there were 306 patients under treatment, cared for by 173 employees. Since its opening in 1910 there had been treated here 9,639 patients, as of the date mentioned. This is another beautifully situated and completely modern hospital where there are facilities for every treatment needful.

Undercliff Sanatorium, northwest of Meriden, is a collection of modern buildings on a tract of ninety-six acres, making a property valued at more than \$1,500,000. There are eighteen buildings on this site, two of which house twenty-three wards. As of June 30, 1945, the 280 patients were cared for by 172 employees. From the time treatments began here in 1910 to June 30, 1945, this institution cared for 8,000 patients.

Cedarcrest Sanatorium, in the towns of Wethersfield and Newington, is situated on a ninety-three acre tract and valued at approximately \$1,250,000. There are thirty-two buildings, the ten wards being located in two of these structures. At the close of the fiscal year in 1945, the 221 patients here were attended by 180 employees. Cedarcrest went into operation in 1910 and up to June 30, 1945, it had housed 8,575 patients.

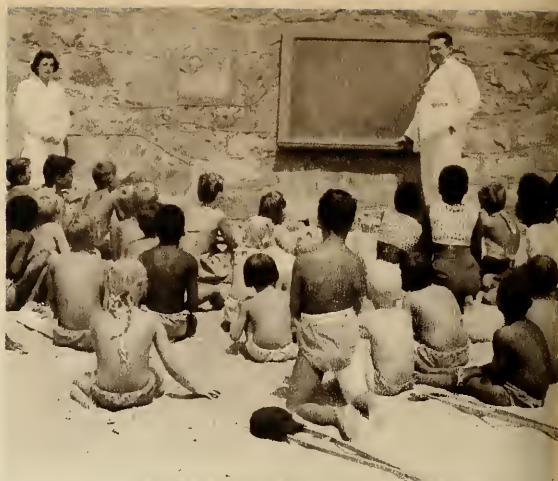


STUDY IN THE SUN

SEASIDE SANITORIUM



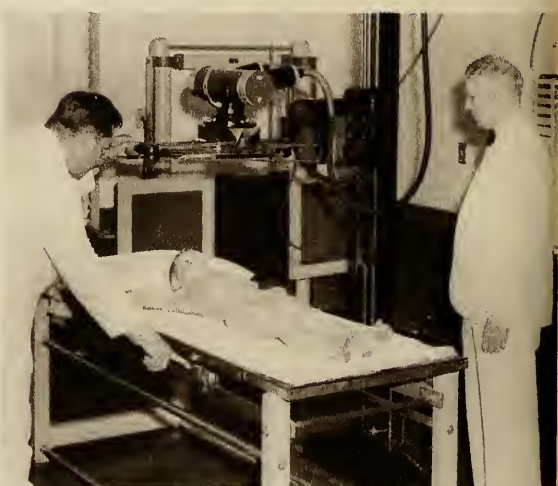
"NATURAL" THERAPY



BEACH CLASS



A TERRACE



A CHECK-UP



OCEAN VIEW

SEASIDE SANITORIUM



A VISITING NURSE AND PATIENT



MOBILE X-RAY UNIT



PATIENT ENTERING SANITORIUM



PNEUMOTHORAX TREATMENT



OPERATING ROOM, NORWICH



OCCUPATIONAL THERAPY



SUNDAY MORNING

MADISON

Seaside Sanatorium, on the shore of Long Island Sound in the town of Waterford, consists of eight buildings on thirty-six acres of beautifully landscaped grounds reaching down to the water. There are six wards in the main building. They are devoted chiefly to the care of children afflicted with non-pulmonary tuberculosis. Their bone and glandular tuberculosis is treated at Waterford in delightful and exhilarating surroundings. The small patients particularly enjoy the immense verandas overlooking the ever-changing marine vista and the two private bathing beaches. There they play and recite to their teachers. The plant has all needful equipment for proper treatments except where surgery is required and this is handled at the Uncas-on-Thames establishment. The property at Seaside is valued at \$564,984 and fifty-eight employees were attending 131 patients as of June 30, 1945. Since the opening in 1919, this sanatorium has cared for approximately 900 patients.

All the Connecticut sanatoria go to great lengths to prevent boredom from retarding the recovery of patients. Occupational and diversional activities of many kinds are provided. Schooling is available for those not too ill to benefit and individual tutoring is given in many cases. The State Board of Education cooperates by providing extension courses of a wide variety. In one sanatorium watch repairing has been added as a course of study because some men might be so employed upon recovery. More will be done with education and occupational therapy in the immediate future. During the war one of the difficult problems in these hospitals, as in all other State institutions, was to keep major facilities operating in spite of a sharply curtailed professional staff and force of maintenance workers. Movies, libraries, entertainments and many other forms of diversion now are more possible.

In recent years the State Tuberculosis Commission set up a program by which medical social workers serve each sanatorium. They work to adjust the new patient to the sanatorium environment and routine. Also, they try to condition the sufferer to accept the prospect of long separation from employment, family, and friends. Only if

such social problems are solved can the tuberculosis victim get the most out of the splendid medical care so generously offered. The medical social workers also check on the regularity of discharged patients who should report periodically for examination. This is an important factor if the State is to achieve the maximum tuberculosis control possible.

For the fiscal year ending June 30, 1945, the Tuberculosis Commission expended from the General Fund \$2,138,152 for running expenses, \$50 for fixed charges, \$65,419 for capital outlay, making a total of \$2,203,621.

State Mental Hospitals

CONNECTICUT has three huge institutions where all the skills of modern medicine and hospitalization are devoted to treatment of more than 8,000 adults afflicted with mental illness. In these three institutions the State has invested more than seventeen millions of dollars. For the year ending June 30, 1945, there was expended from the General Fund more than \$3,326,000 for the ordinary recurring expenses of these facilities and there was a combined capital outlay in excess of \$286,000. In recent years the cost of maintenance of this extensive medical service has varied between seven and eight dollars per week for each patient.

First to be established was the Connecticut State Hospital at Middletown which was provided for by act of the General Assembly in 1866. It opened its doors just two years later. In 1903 the Legislature provided for a second similar facility and the Norwich State Hospital was completed and put into service October 31, 1904. The General Assembly again, in 1929, created a third project, and in June, 1933, the Fairfield State Hospital at Newtown received its first patients before completion, so great was the pressure for admissions. All three of these immense hospital plants now are operating at somewhat more than their rated capacity which is a

combined total of 7,252 inmates. From the beginnings in 1866, at Middletown, more than 65,000 patients have been treated in these three agencies. Each of the hospitals for the mentally ill is governed by a Board of Trustees, consisting of the Governor and twelve appointees. These Boards choose the Superintendents of their respective institutions who are the administrative heads of these units. Naturally they are not only skilled executives but are experienced specialists in those branches of medicine and psychiatry devoted to the treatment of mental disorders. Each Board is entirely responsible for the policies and management of its particular institution and they serve without compensation. To achieve coordination the three hospitals have a joint consultive and deliberative Board, consisting of three members from each Board of Trustees.

All three of the State Mental Hospitals for adults occupy large properties located on heights of land affording wide panoramas of typical Connecticut landscape. All the buildings are substantial, solid masonry structures, typical of the engineering skill of the periods in which they were built, but the older institutions have been improved by alterations and newer additions. In architecture, and some other of the less essential respects, the two older hospitals are not in accord with present day ideals. But in the truly necessary factors essential to efficiency and comfort they have been kept abreast of the times and maintain high standards, and Connecticut is justly proud of their achievements. In each hospital the dormitory and ward facilities are excellent, the kitchens and bakeries provide good meals in large and cheerful dining rooms. In June, 1945, there were 1,263 employees in the three institutions, where there should have been a total of 1,941. That is a reflection of the general shortage of workers which has prevailed during the war years and only recently has been somewhat relieved.

The Middletown hospital community occupies a choice tract of 907 acres of fertile land high above the South bank of the Connecticut River where this beautiful stream veers easterly on its way to Higganum and thence onward to Long Island Sound. Today there

are 113 buildings on this property, which has its own reservoirs, power generating plant, modern dairy, post office, fire and police departments, theatre and chapel, with a seating capacity for 1,400 where entertainments, concerts and movies may be enjoyed. Every foot of the grounds has been carefully improved and the parklands and shady lawns, due to years of cultivation, are particularly lovely. Under the supervision of the institution's regularly employed agricultural experts a number of the patients work in the many activities connected with farming the 425 acres devoted to food production. For the year ending June 30, 1945 this huge farm produced \$126,521 worth of foods. Many of the other patients are loyal and good workers helping in the diverse tasks of housekeeping essential to maintenance of so large a community. It is interesting to note that from 1868 through June of 1944 the Connecticut State Hospital received 35,010 patients. During this same period 18,473 were discharged, of whom 6,935 were recovered and 6,058 were improved. The rated patient capacity here is 2,596 but on June 30, 1945 there were 3,124 patients under treatment. There are eleven ward buildings housing sixty-seven wards, thus affording a proper separation of various types of patients. The valuation set upon this entire property is in excess of \$5,000,000.

Norwich State Hospital is situated on lofty ground facing the east bank of the Thames River, a few miles south of the city for which it is named. There is a total of seventy-three buildings on the 784 acres of land, of which nineteen are ward buildings containing the hospital's forty-six wards. There is a special building for the tubercular, an excellent auditorium for movies, music and dancing, fine cafeteria facilities, and many staff, farm, shop and storage buildings, as well as a power plant and dock on the water front. Of the total land area 251 acres are given to crop raising and on this ground the patients and employees produced \$30,216 worth of food during the year ending June 30, 1945. Today this hospital has a rated capacity of 2,600 patients and as of the date just mentioned there were 2,575 inmates on the register. At the same time there

were 537 permanent employees where there would have been 647 had the help been available. Here, as at each of the other institutions there is a competent fire department; and inter-communicating tunnels are a special feature at Norwich. The value of land, buildings and equipment is close to \$5,200,000.

Fairfield State Hospital, most recently built of the three institutions, is set in the rolling hill country at the edge of the village of Newtown on a tract of 847 acres. There are now sixty-one buildings, most structures being of but one or two stories, but the two latest having three floors. All the buildings, except the farm barns, some shops and the power plant are pleasantly grouped around two campuses so that the entire property much resembles an educational center. There are some tunnel connections between buildings, particularly connection the six ward buildings housing thirty-four wards with the dining facilities. Most patients are fed in the central building devoted to the preparation and serving of meals with the exception of those from four wards where disturbed patients live and these have their own dining rooms. The Fairfield institution is not yet built up to the original plan and layout due to the depression which was so closely followed by war. The unit was intended to meet the requirements of a 2,500 bed hospital but its actual rated capacity now is 2,056. On June 30, 1945, there were a total of 2,607 persons under treatment here. On this same date due to difficulty in obtaining help there were only 272 employees where 588 were called for. Of the total acreage, 324 are under cultivation and this land yielded \$95,904 worth of produce. The valuation placed upon this entire property is \$6,491,863.

Connecticut's three hospitals for adults afflicted with mental disorders give their patients as complete medical attention and competent nursing as is afforded persons who suffer serious bodily ills and become patients in the best general hospitals of the nation. These three institutions are equipped with the same skilled medical staffs, the same trained nursing services, the laboratories, and all the mechanical hospital devices known to the art of healing. The medical

care, the kindness shown, and the scientific zeal which animates the management and staff physicians, are equally inspiring. Diseases of the mind attack rich and poor alike. They afflict both the proud and the humble. So the Connecticut General Assembly spends more money to fight these mental diseases and to cure them where that is possible, than it appropriates to combat any other form of illness. Today more than half of all the beds available in all the hospitals of Connecticut are occupied by persons suffering from ailments of the mind. This same situation holds true for the United States as a whole. Modern medicine is obtaining encouraging results in treating mental disorders. Great numbers of the afflicted are either cured or so greatly helped that they may be discharged from the hospitals and restored to useful living. For those who cannot be returned to their families the mental hospitals have developed a systematic care which quiets disturbed minds, supplies suitable occupational activity in most cases, and even where the difficulty is chronic minimizes the suffering. Today nearly fifty per cent of all patients received are discharged as improved or fully recovered.

Long ago medical men in general, and psychiatrists in particular, recognized that many mental troubles have their origins in physical ailments outside the brain. Therefore, in Connecticut's mental institutions the treatment of all manner of bodily ills goes on concurrently with attention to the mental difficulties. The dentist, the oculist, the dietician, the surgeon, physicians specializing in internal medicine, in tuberculosis, or diseases of the blood and glands, serve each one of our State hospitals. It is their combined judgment, after painstaking examinations, which determines the course of treatment for each individual patient.

In the early half of the nineteenth century the State of Connecticut supported its mental cases by boarding them in private institutions. A hundred years ago there was little understanding of mental diseases. Today Connecticut's hospitals are not in any respect a counterpart of the ancient places known as "insane asylums". This is not fully appreciated yet by all our people so the State's institutions

carry on a constant educational effort to show the public that they have hospitals here, not asylums.

Years ago, inmates in asylums were marched to their meals. In long lines they moved to dining rooms herded along by so-called "guards". Today in mental hospitals patients go to the dining room just as they would at home or in a hotel. They go singly, or in groups, unattended. Furthermore, they may spend fifteen minutes or an hour and fifteen minutes in the cafeteria, just as they choose. Special diets are provided for those who need them and ward service for those not able to leave their wards.

Every patient who can perform some task is given a job to occupy his attention, to interest him if possible, and occupy his hands. It is surprising how much of the general housekeeping is done by the patients. The great majority respond happily to opportunities to work in the wards, the kitchens, laundries, repair shops, store-rooms, dining rooms, on the adjacent farm lands, and in many cases taking care of other patients. While this volunteer work does save the State a great deal of money, the purpose is not economic but medicinal. Physicians call this activity "occupational therapy". Where the patient can not be employed in practical work, he is given instruction and encouragement to busy himself in the class rooms devoted to teaching handicrafts.

Some patients have largely emotional troubles or mental problems with which they cannot cope alone. Specialists talk often with such persons seeking to allay their fears, dispel their worries, and straighten out their thinking. This calls for high skill and long experience on the part of the physician. This task of making the individual once again master of his own emotions is called "psychotherapy", often an important part of the hospital treatment.

Connecticut people have been aware that baths of varying types and different durations are used regularly to quiet the more distressed patients. This is called "hydrotherapy" and has become standard practice where needed. Not so well known is the more recently devised "shock-therapy" now being studied in all the State

institutions and throughout the country. It consists of giving the patient's nervous system a shock either by administering doses of insulin, metrozol, camphor, or an electric current of special quality and in a special form of application. This electric shock therapy has been developed in the last ten years. Over just how long a time its corrective or curative values may last has not been determined.

All three Connecticut hospitals maintain social service divisions employing women who are trained in medical social work. They make necessary contacts between private families and hospitals both before a patient comes to the hospital and at the time of his return home. There may be people in Connecticut who still have the idea that mental hospitals customarily impose severe restraint upon sufferers because the days of padded cells and strait-jackets are not entirely forgotten. Modern hospitals have accomplished miracles in abolishing need for resort to such means, to protect patients from themselves or one from another. Records for the two months' period of January and February, 1942, show that in this period which is typical, only ninety-seven patients were under any restraint out of a total of 7,451 in the three State hospitals. Of this ninety-seven only fifty-nine had to be kept in seclusion from their fellow patients.

The 1945 General Assembly, recognizing the need for early preventive treatment of mental troubles provided funds for the establishment of a system of out-patient clinics at key centers of population in the State. This will afford persons seeking advice from the doctors of our mental hospitals an opportunity to meet them at an office maintained either in their own community or a nearby center. The advice they receive in such a private talk in many cases will result in preventive treatment which will entirely avoid subsequent hospitalization of the afflicted.



GROUNDS

CONNECTICUT STATE HOSPITAL



NURSES' HOME

MIDDLETOWN



HYDROTHERAPY TREATMENT

MENTAL HOSPITALS



ELECTRIC SHOCK TREATMENT

MENTAL HOSPITALS



THE MODERN SCHOOL PLANT

SOUTHBURY TRAINING SCHOOL



TYPICAL CHILDREN'S COTTAGE



EMPLOYEES' QUARTERS



THE MODERN DAIRY BARN

SOUTHBURY TRAINING SCHOOL



THE KINDERGARTEN



SOUTHBURY

CLASSROOM TRAINING

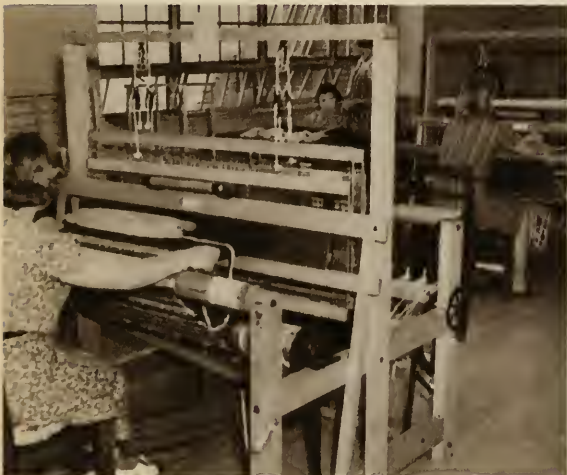


BEAUTY PARLOR



SOUTHBURY

SHOE REPAIRING



WEAVING RUGS

SOUTHBURY



THE GREENHOUSE

Training Schools

CONNECTICUT maintains two extensive institutions in which it trains and cares for approximately 2,700 persons in need of State supervision because they are either feeble-minded or epileptic. These establishments, carrying on the same work, are the Mansfield State Training School and Hospital and the Southbury State Training School. They deal with problems distinctly different from those handled at the State hospitals for the mentally ill which are situated at Middletown, Norwich, and Newtown.

Mental deficiency, or feeble-mindedness, does not yield to hospital treatment or medical correction. So these establishments are not hospitals and properly are called training schools. Each is a large colony of homes and auxiliary service buildings. In fact, each institution is a village complete with residences, power plant, shops, an administrative building, school, infirmary, store, bakery, laundry, and recreational facilities which include an auditorium. Both of them carry on large general farms having dairy herds, poultry, swine, and hundreds of acres under cultivation.

At Mansfield and Southbury the handicapped inmates, who here have protection and patient training, are essentially of four types. These are the idiot, the imbecile, the moron and the epileptic. The idiot never develops a mentality beyond that found in a normal child of three years. The maximum mental age attainable by the imbecile is of seven years, and for the moron, twelve years. Since epileptics rarely recover they, as well as the otherwise mentally defective, need continuous supervision.

For the idiot and the imbecile benevolence and skill can achieve no more than to provide kindly care and extremely rudimentary training which will keep the afflicted comfortable in secluded cottage homes. An approximate classification of inmate population at the Mansfield school, which would be indicative of an average period, has shown twenty-two per cent idiots, forty-four per cent imbeciles, and thirty-four per cent morons. A similarly approximate classification at South-

bury has shown twenty-three per cent idiots, thirty per cent imbeciles, and forty-seven per cent morons.

Admissions to the two institutions, chiefly by commitment through the probate courts, are arranged and handled by a joint agency known as the Mansfield-Southbury Social Service Division. Eleven of the Division's total of twenty-two employees are experienced social workers. The Director of this Division is represented at meetings of the governing boards of the schools.

Mansfield and Southbury are conducted for the State by their respective Boards of Trustees. These Boards consist of seven members, appointed by the Governor for four year terms, with the advice and consent of the Senate. Members serve without compensation. The Boards choose the Superintendents of their respective institutions to carry out the administration of the schools in accord with the policies, rules and regulations decided upon by the trustees. At Mansfield the Superintendent, who took office in October, 1941, is a medical man long a practitioner, and specialist in psychiatry who has had broad experience in the field of mental deficiency. The Superintendent at Southbury is a business administrator and a professional educator practiced in the training of atypical children. He served the Commission continuously as its technical adviser, from 1935, during the planning and organization of the project. Upon the completion of Southbury in 1940, he became the establishment's first Superintendent.

A joint committee, representing the two Boards of Trustees, has been meeting monthly since 1939 to study the problems common in the management of both institutions. Uniform policies are agreed upon after studies of data furnished by the Superintendents and the Director of the Social Service Division.

Mental deficiency is seldom the only factor leading to a child's admission to one of these schools. Usually, in addition to feeble-mindedness, there are one or more such considerations as family neglect, lack of adequate home facilities for care and training, an insecure economic situation, delinquent behavior, or emotional ten-

sions brought about by the unequal struggle to compete in the world with normal children. These are called the "plus factors" in considering cases for admissions. Sometimes, when the plus factors can be eliminated and the inmate has been trained sufficiently, the mentally deficient person may be discharged from an institution to assume a role in life suitable to one of limited capacities. It is the aim to train as many of the feeble-minded as possible to live successfully outside an institution. However, the individual discharged still will have the advantage of State supervision and guidance through the social workers of the Service Division.

Where mentally handicapped children try to compete with normal children, either in the home, at school, or in play, there is built up in the feeble-minded, an emotional tension apt to become explosive. Usually such unfortunates are pushed, urged and sometimes forced to try what for them is the impossible. Always failing, the victims soon develop quirks of personality, peculiarities of behavior, which make life even more difficult. Coming in such a condition to one of these two State Schools soon provides relief. Here the harassments of a handicapped child cease because the patient is among understanding teachers and supervisors. He does not have to compete with normal minds. What training is offered is on the unfortunate person's own level. He finds he can accomplish as much as do those who are learning with him. Soon the emotional tensions are dispelled and many of the quirks of character disappear. The classes at Mansfield and Southbury are kept small. Fifteen in an instruction group is considered sufficient, except in special large group activities such as singing or athletics.

A feeble intellect is incurable. Nothing can be added to a mind to fill the void of deficiency. Such training as is given at Mansfield and Southbury is for the purpose of teaching the defective person to make full use of a limited natural endowment.

The idiots and low grade imbeciles are nearly always helpless and need assistance in dressing and eating. Few such inmates ever leave

the institutions. It is among the higher grade morons that possibility of a return to home environment exists.

Training at Mansfield and Southbury assumes divers forms in addition to the class room activities. First come personal cleanliness, good manners, ideas of good housekeeping and a sense of order. A wide variety of employments is available for the boys and girls. Some of the activities are connected with maintenance of the daily life of the institution. Others are knitting, weaving, sewing, dress-making, shoe repairing, carpentry, and outdoor work on the grounds or at the farm. The ordinary limit of school room education at these institutions is the fourth grade. This formal class room work goes on until the child is sixteen years old but a few have studied until eighteen years of age.

Because many of even the higher grade morons cannot be discharged, the product of their handicrafts and farm work partially pays for the general maintenance. However, the truly important point is that after training so many have developed wholesome attitudes, good habits, self-confidence, and happiness. This is the final justification for all the effort put into these schools by the members of the Boards of Trustees, by members of the General Assembly who provide the funds, by the State officials who supervise and those who administer the trust, by the teachers and employees at Mansfield and Southbury, and finally by the taxpayers whose money supports this State enterprise.

In these schools each building has its own piano. At Mansfield there is a girls' orchestra and a boys' band. Radio is available both day and evening. Motion pictures are shown at the auditoriums and religious services and Sunday schools are encouraged. Holidays are times of special merriment and preparations for them are a constant activity.

Mansfield State Training School and Hospital was created in 1917 by act of the General Assembly which combined the Connecticut Training School for the Feeble-Minded, then at Lakeville, with the Connecticut Colony for Epileptics, situated at Mansfield. This

establishment now consists of 1,074 acres of land in the rolling hills of Tolland County. There are seventy-two buildings on the property, the essential buildings all being of stone, concrete or brick construction. This school draws its inmates chiefly from New London, Windham, Tolland, Middlesex and Hartford counties. Generally those from the other counties are assigned to Southbury.

In the year ended June 30, 1945, Mansfield had 1,216 patients in residence and 253 in placement outside. There had been 116 admitted during the year and twenty-nine had been discharged. The employees numbered 239. The cost of operating the school had been \$606,984 for recurring expenses and \$38,873 for capital outlay. The average weekly cost per inmate was \$9.92.

Agriculture is an important factor at Mansfield. There are twenty-seven farm buildings and 245 acres of land are under cultivation, while 235 are devoted to other farm usages. The estimated value of garden, poultry, pork and dairy products for the year in question was \$110,105. Of this total, Mansfield sent \$4,156 worth to the State Prison for canning. The milk production from a Guernsey herd averaging about 165 cows was 454,388 quarts valued at \$49,982. A potato crop of 2,709 bushels was valued at \$4,759 and the 27,300 dozen eggs produced had a book value of \$12,839. A great deal of the farm labor is performed by inmates under the supervision of skilled employees.

Like its counterpart at Southbury, the school at Mansfield is removed from centers of shopping, social life, and entertainment. Also, the transportation to such sources is, at Mansfield, very poor. Experience has shown, therefore, that refreshment facilities, bowling alleys, tennis and pool tables, and rooms for social gatherings of employees are self-sustaining. The most vital project for the development of Mansfield is a new school building to cost approximately \$625,000 now under consideration. The present structure was built years ago for an institution having only half the present number of inmates. The Mansfield School has its roots in the past and many of its buildings are the product of a time when modern

expansion and the newer methods of training were still in the future and not foreseen. But Mansfield is efficient, its buildings substantial. It provides comfort and training of high quality and the grounds are particularly beautiful.

The new Southbury Training School plant, largely because of its modernity and the immense amount of research which preceded its construction, serves as a model for other states to study. The General Assembly of 1935 authorized the Governor to appoint a commission of seven persons to select a site and create a second training school. Pressure for admissions to Mansfield had mounted until there was a long waiting list. The Commission visited eleven other states and spent a year and a half studying the problem in all its phases. Only after this preparation did it begin with the advice of experts to put its ideas into concrete form. A layout for a training plant in village form, centered around an administration building and school, was adopted. Next an architect experienced in creating groups of public buildings was retained to design a harmonious entity in the New England tradition. The newly created Public Works Department of the state carried out the construction work. Meantime the Commission had explored many possible sites and selected a beautiful tract of land five miles from the village of Southbury. It occupies an entire hillside along a picturesque little valley which faces south. The land, mostly wooded then, rises in a series of natural terraces and rocky plateaus to open out upon broad hilltop farming country. There are 1,235 acres in the property on which are mountain brooks, an exquisite waterfall, and lovely ravines.

In this setting the State now has sixty-seven brick and stone buildings, a Connecticut village reminiscent of the colonial period, but as modern in construction as architects could devise. High up on the hillside are two groups of cottage type homes, one for girls and the other for boys. These are for the lowest grade children who need seclusion.

On the next lower terrace stands the infirmary. This is a complete fifty bed general hospital fully equipped for all kinds of serv-

ice likely to be needed at the institution. On this same terrace level, but well removed on either side, are two buildings for industrial training.

Two-thirds of the way down into the valley, and spread out effectively, are the buildings forming the main centers of activity. In the middle is the administration building and near at hand is the attractive and ultra-modern school building both dressed in contours of colonial beauty. Off to one side is a group of cottage homes for the active girls. On the opposite side of the buildings at the heart of the property is a similar group of cottage homes for the active boys. On this same central level are apartment buildings for employees. These buildings have common dining rooms and recreation parlors. Along the highway in the floor of the valley are the storehouses, power plant and other service units. Several separate homes for officials are off at the edges of the main property.

The cottages for the inmates are twenty-three in number. Each home-like unit, resembling a large private residence, accommodates from twenty-two to fifty children and quarters for the employed cottage supervisors. Each cottage has its own kitchen, dining room, ample sleeping accommodations and a three-section living room. This latter feature permits the young people to carry on at least three quite different types of evening recreation without confusion. The school building is splendidly lighted, the rooms are cheerful, the entire atmosphere inviting, and the equipment complete. In this structure is a handsome auditorium seating a thousand persons.

The farm at Southbury extends over a broad sweep of land on the hilltop west of the main establishment. There are homes for the farmers employed and a cottage accommodating forty young men patients who perform a large part of the labor. They are learning skills in agriculture and husbandry which some will use later, when they are placed outside the institution in private employ, or are discharged. For the year ending June 30, 1945, the farm produced edibles to the value of \$75,023. About \$4,379 worth went to the State Prison for canning. The dairy produced 348,976 quarts of

milk valued at \$36,795 and the poultry plant 26,667 dozen eggs valued at \$12,491.

During the same year there were 1,251 patients at Southbury and 159 more were placed with private employers outside the institution. There had been 167 patients admitted and twelve had been discharged. The employees numbered 324.

The cost of operating this entire property for the year was \$721,633 for recurring expenses and \$20,001 for capital outlay, a total of \$741,634. The average weekly cost per patient was \$11.62.

The State Commissioner of Welfare collects payment for the partial support of most of the inmates at the two State training schools. For the fiscal year under discussion, the Commissioner collected from various sources, on account of patients at Southbury, a total of \$192,824. For those cared for at Mansfield, the amount collected for the same fiscal year was \$190,069.

The State values the real property at Mansfield at about \$1,600,000. The value of the real property comprising the new plant at Southbury is somewhat in excess of \$5,500,000.

Board of Education of the Blind

CONNECTICUT was the first State in the Union to establish a Board of Education of the Blind. It was created by act of the General Assembly in 1893. Today the five members are the Governor and Chief Justice of the Supreme Court, who serve ex officio, and three members who are appointed by the Governor for a term of four years. There are approximately thirty-seven employees and the administrative head is the Secretary of the Board, with offices in the State Office Building.

There are more than 2,200 blind persons in Connecticut. Seventy-five per cent of these people during each year receive some form of service from the State Board. More than 600 middle aged and aging blind persons are being taught in their own homes by six blind teachers. Another 300 of the afflicted make useful articles at home which



ADMINISTRATION BUILDING

SOUTHBURY TRAINING SCHOOL



PRISONERS WEEDING

OSBORN PRISON FARM



MILKING TIME

OSBORN PRISON FARM



CULTIVATING

OSBORN PRISON FARM

are sold under the Board's sales and service program. In each instance the maker receives the full proceeds from the sale of each article less the cost of materials furnished by the Board. In one recent year the sales exceeded \$36,000.

Connecticut has been judged leader of all the states in education and training of the blind from the kindergarten level up. The average number of children and adults now being educated or receiving instruction in useful trades is approximately a hundred. About fifty afflicted boys and girls are in residence at the Connecticut School in Hartford. Approximately thirty-five adults (men and women) are in residence and working at the Trades Department for the Blind, at Wethersfield. Each of these institutions is a separate department of the Connecticut Institute for the Blind, which is a private corporation without capital stock. The State furnished a substantial part of the outlay for building these two projects and holds a lien against the properties.

In 1921 the General Assembly broadened the scope of the Board's service to include the placement in industry of qualified blind persons. In subsequent years this program of rehabilitation and placement has expanded to become one of the most important parts of the work. During the two years prior to June 30, 1945, more than 175 blind people were placed in remunerative jobs in competition with those who have sight. The Board employs a placement officer who is without sight and he devotes full time to securing employment for others. In 1943 the Federal Government and the State considerably expanded the vocational rehabilitation program which for a number of years has been centered in the State Department of Education. It is expected the Board of Education of the Blind will have a share of the Federal funds available for this work in due time.

The State Board employs a public health nurse who works in preventing blindness and furthering conservation of vision procedures, and instructs mothers of pre-school age blind children. Much is done to promote the physical health of blind persons, involving the services of medical men, surgeons and hospitals. Also the Board sponsors

leisure time activities and provides radios, "talking" books, and games marked in the Braille characters.

During the year ended June 30, 1945, total expenditures from appropriations were \$110,351.98 and were classified as follows: Recurring operating expenses, \$63,755.68 and fixed charges, grants and donations, \$46,596.30. These expenditures were offset in part by receipts and reimbursements which were deposited to the General Fund of the State.

The Connecticut State Prison and Norris G. Osborn Farm

ONE hundred and nineteen years ago the General Assembly established the Connecticut State Prison at Wethersfield. By this action, in 1827, the Legislature terminated use of the ancient Newgate Prison which had been established as a State institution as early as 1790. Today the Prison in Wethersfield and the Norris G. Osborn Farm at Enfield, which is its auxiliary facility, are administered by a Board of seven Directors appointed by the Governor for four year terms with the advice and consent of the Senate. The Directors appoint the Warden who is the chief executive. It is the primary objective of all who administer this, the State's oldest institution, to maintain its functions with maximum security and to stimulate a high morale among both the prisoners and the personnel in charge. Accompanying these bare fundamentals is the purpose to prepare as many inmates as possible for a resumption of normal living and improved citizenship when the time comes for their release from detention.

The average number of prisoners under the Warden's care is in excess of 700. In the year ending June 30, 1945, a total of 245 convicts were admitted, 241 paroled, and 273 released from parole due to expiration of sentence. For this same period, there were 124 employees at Wethersfield and on the Farm, which includes approximately ninety guards. The annual expenditure for maintaining

the institution is in the neighborhood of \$550,000. This means that it costs somewhat more than two dollars a day to care for each prisoner. The value of the combined facilities of this State agency is well in excess of \$2,000,000. The Prison no longer has custody of women sentenced by the courts to a prison term inasmuch as such persons have been sent to the State Farm for Women at Niantic since 1930. In addition to appointing the Warden, Chaplain and Physician, the Directors make rules for government of the Prison and the employment of prisoners. They report their proceedings annually to the Governor and copies of their statement are sent to the Secretary of each of the states in the Union. In 1945 the General Assembly provided that in the absence of the Warden, the Deputy Warden shall become Acting Warden.

The Osborn Farm operations are financed through a Revolving Fund and thus expenditures necessary to its operation are made from this fund and not from General Fund appropriations. This also applies to the sign shop, cannery, tailor and print shop in the Wethersfield institution. On the books of the Prison, value of products for the year ending June 30, 1945, transferred to other State institutions ran as follows: Cannery, \$72,984; from signs and markers, \$73,073; from the tailor shop, \$63,759; and from printing, \$894.

In 1943 the cannery was established in a building just completed for use as a warehouse, but the 1945 General Assembly recognized the need for storage space where large amounts of supplies could be kept for the use of various State institutions. It therefore appropriated \$40,000 to erect a new cannery building. That will release the older building for the purpose for which it was originally intended. All the Connecticut Prison's industrial activities are self-supporting and annually a surplus from operations is transferred to the General Fund.

It is a source of gratification to the Prison authorities that during World War II, the institution as a whole contributed considerably toward easing the food problems of the State. Similarly, in the Prison

factory, the inmates took a direct part in advancing the production effort, just as did others on the Osborn Farm. A total of 240,000 shirts were made under contract for the United States Navy without a single reject, which won for the institution a certificate of merit from the War Production Board. In the single year ending June 30, 1945, the shop turned out 104,000 shirts. In the sign shop the State Highway Department obtains its markers for the State road system. The tailor shop makes clothes for the inmates. Sundry items such as brooms and rugs also are produced. In the print shop, besides other work, there is printed the institution's very excellent magazine, entirely produced by the inmates, called the *Monthly Record* and this is sold by subscription. Some very unusual and interesting reading appears in this nicely presented publication. The success of the cannery during the last two years has been far in excess of forecasts, for in addition to processing foods from the Farm, it preserved foods raised at other State institutions as well as surplus commodity supplies obtained at no cost to the State from the Federal Government.

All these varied employments at Wethersfield, together with work required in operation of the plant, maintenance and repairs, provide jobs for every prisoner not physically or mentally disqualified from an occupational task. Good meals are provided in a modern kitchen and bakery, and served by the cafeteria method in a large, well-ventilated and well-lighted dining hall. Special diets, of course, are provided for inmates who are hospitalized, and for those suffering from tuberculosis or diabetes. It is hardly necessary to state that a considerable percentage of those coming to prison arrive in ill health. Part of the Prison function is to attempt to improve the physical condition of inmates, which often is a result of long personal neglect.

Among the resident officials are a physician and a dentist who are equipped with operating rooms, a laboratory, pharmacy, X-ray facilities and hospital wards. There is a staff of consultants available to assist the resident physicians where treatments call for the services of specialists, as is frequently the case.

Increasingly in recent years the State Prison has turned its attention to providing more and better outdoor activity on the grounds for all inmates. Time and equipment are available for some organized athletic activities and games, which are extremely popular. There are regular weekly movie shows in the large auditorium and chapel with special showings on holidays. A brass band is maintained for entertainment and the concerts are frequent and enjoyable. The Prison library is the center of much of the interest and activity of the inmates, and comprises about 10,000 volumes while it also affords access to many of the most useful and popular current periodicals. Until interrupted by the war there was an extended educational program available to prisoners of which many took advantage, some of the most rewarding work being in correspondence school courses.

Perhaps the most comforting innovation for the prisoners in comparatively recent times is the provision for radios for the individual inmates both at Wethersfield and at the Farm. All well-behaved prisoners are allowed to have their individual receiving sets in their sleeping quarters. They may freely tune in any programs desired until the power is turned off at 10 p. m. on ordinary nights. On special occasions, when some broadcast of particular interest is scheduled, the power is available until 11 p. m.

There are both Protestant and Roman Catholic chaplains attached to the Prison who also supervise religious work at the Farm. Regular religious offices are performed, and Sunday services and Sunday Schools conducted, often with the assistance of volunteer clergy or laymen not regularly attached to the prison.

Intimately associated with the modern conduct of the State Prison and Farm is the parole system. This is a vital part of the rehabilitation program. It is an incentive to good conduct and cooperation among the inmates. Also, it serves to eliminate several of the worst problems which formerly confronted a convict when he attempted to make re-entry into life as a self-supporting and self-governing citizen. In 1897 at Wethersfield the first experiment was made in parole, a procedure which now has become a well established routine.

Parole is a privilege granted all prisoners considered worthy of trust. It is a means whereby they may serve the last portion of their sentences outside the prison walls, in normal environment, but still under the guidance and supervision of the institution's highly trained and experienced parole officers. The Warden and Board of Directors, being intimately acquainted with the individual records of the men, constitute the Board of Parole, and pass upon each case.

The Farm at Enfield is of great assistance in approaching the problems of parole because the Farm is conducted as an honor colony to which men are transferred from Wethersfield's more confining and restrictive atmosphere. The men at the Farm take part in an immense agricultural project where stock raising and crop cultivation are carried on in a most modern manner with every needful mechanical aid. There these more trusted men live without the feeling of being behind walls, or under the constant eye of guards. There are no barred windows, no cells; and the men sleep in dormitories. They enjoy personal responsibilities and always the tangible results of each day's labor are visible to every participant and the outdoor life is conducive to more peace of mind and strength of body. For many men the farm is an educational institution where they learn new skills and acquire a new interest; and some, after termination of their sentences, take up farm work as a means of earning a livelihood.

It was in 1931 that the Legislature added to the Prison properties the former Shaker settlement farm tract in Enfield, which with some later additions now consists of 1,804 acres. There are twenty substantial buildings on this property, outstanding among them being the administration building and annex, the main dormitory and recreation hall, the splendid dairy, suitable shops, poultry houses, storage facilities, and comfortable homes for the Farm Superintendent and other officials. The dairy is a combination of three well-designed inter-connecting barns, modern in every respect, equipped with milking machines, a pasteurizing plant, equipment for sterilizing utensils, and a cold storage space.

For the year ending June 30, 1945, the farm and its dairy produced

foods to the value of \$123,899. Approximately 500 acres are under cultivation for the production of vegetables, fruits and forage crops. Other activities are in proportion, including maintenance of a herd of 151 head of handsome Holstein cattle and twenty-five good horses. During the year an average of fifty-one cows were milked every day. The present production yields approximately 1,100 quarts of milk daily, all of which is used by the Prison institution. In the year ending June 30, 1945, the total milk yield was 247,092 quarts. Plans are under way for increasing the Holstein herd and expanding the dairy project to give additional milk supply capable of serving some other State institutions.

Poultry raising assumes large proportions at Osborn Farm, the average census showing 5,500 laying hens and 2,300 baby chicks. The yield is approximately 3,300 eggs per day; an average over any one year of better than sixty per cent.

Each season the Poultry Department brings to the Farm 1,500 turkey poults to be raised during the summer for the fall and winter holidays. This enterprise yields meat at less cost than any other. Also it means that all the 20,000 inmates of the State's various institutions have their Thanksgiving and Christmas dinners direct from the Farm, prime, native-grown and freshly-killed turkeys. The yield was 23,387 pounds, or more than eleven tons of meat, for the year ending June 30, 1945. The birds raised have been averaging seventeen and one-half pounds apiece, all of the double-breasted bronze variety. All together, the poultry meat produced at the Enfield facility weighed 70,852 pounds for the year just mentioned. The year's egg crop reached a grand total of 67,870 dozen.

The Osborn Farm raises about 200 swine. Pasturage and woodlands are scientifically handled. Just now the pasturage is being increased to care for the expanding dairy herd. Naturally this farm is profitable since the problem of farm labor is not one of its difficulties. It provides high quality and huge quantities of fresh foods—meat, milk, eggs and vegetables—for State institutions, much of which is canned at the efficient processing plant at Wethersfield

Prison. The total money value of foods produced at Enfield for the year ending June 30, 1945 was \$123,899. About \$16,000 worth was consumed at the Farm itself. The Wethersfield Prison used slightly more than \$45,000 worth, and \$52,000 worth was transferred to other State institutions. The value of the foods from the Farm canned at the Prison was \$9,000. That was only a part of the cannery activity, however, as has been explained.

Stores are operated at the Prison and at the Farm through which candies, cigarettes and other small commodities are sold to the inmates, and the cost recovered from each individual's deposit account. Visits are permitted from Monday through Saturday noon, limited to one visit every two weeks. Under certain conditions, and through prior approval, visits are permitted on Sundays and holidays.

Board of Pardons

THE State Board of Pardons has statutory authority to grant either absolute or conditional pardons to those convicted in Connecticut courts; or it may grant such persons commutations of sentences. The Governor, an ex officio member of the Board, appoints four other members with the advice and consent of the Senate. At least one such appointee must be a physician, and the terms are four years. The judges of the Supreme Court of Errors designate one of their number to serve on the Board. Meetings of the Board take place in May and November and at such other times as the Board determines. Positions for pardon, or for commutation of sentence, must come in writing from the prisoner. The Board sets a hearing date and may summon beside the prisoner, witnesses or others. Any action on such petitions to the Board must be by unanimous vote. The Warden of the State Prison implements decisions. Board members are paid twenty-five dollars for each session attended and a Board Clerk is employed at a salary of five hundred dollars a year. The expenses of this State agency for several years



CONNECTICUT SCHOOL FOR BOYS

MERIDEN



MODERN PRESS EQUIPMENT



PRACTICAL MACHINE TRAINING



"LET MIND BE JOINED IN EQUAL DEGREE WITH SKILL"

TRADE SCHOOLS



FUTURE CITIZENS



FUTURE TEACHERS



THE FIRST DAY

A RURAL SCHOOLHOUSE



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ADMINISTRATION BUILDING

LONG LANE SCHOOL

have averaged about \$1,600 annually. In the year 1944-1945 favorable action was taken on fifteen out of the 158 petitions presented.

Connecticut School for Boys

THE Connecticut School for Boys at Meriden supplies a comfortable home, together with all the facilities of a well-equipped training school, for young boys whose misdemeanors have brought them before the juvenile courts. This is an establishment with a long history which has gone through an evolutionary development with the changing times.

By authority of the General Assembly of 1851, it was organized and opened in 1854. Since that time approximately 15,000 have been trained in citizenship and self-improvement in this school. The founders and the earlier custodians of the enterprise conducted it as a place of punishment by hard labor and severe discipline for boys whom they assumed to be willfully unruly, if not incorrigible.

In modern times the evolution of ideas has drastically altered men's thinking about the nature and causes of social maladjustment. Consequently, the ancient Meriden Reform School, so called until 1891, has vanished completely. In its place the General Assembly constructed a thoroughly modern boarding school, a real educational and training institution, designed particularly for boys whose young lives began under demoralizing circumstances or defective environment or both, and over which they had little or no control.

The population of the Meriden School for Boys consists of about 250 lads who are divided, for purposes of home life, into groups of about thirty on the basis of age and stage of mental development. Each group resides and dines in a separate cottage which is supervised by a couple serving in the capacity of parents and guardians. The cottages are a basic idea behind the training. In these homes the boys are taught the art of orderly living in cooperation and with consideration for others. To sponsor a feeling of responsibility, each boy has his share of housework to perform. Neatness in the cot-

tages is promoted by intercottage rivalries for the best kept home and special privileges accrue to those who excel.

An excellent school building provides grades one through nine, with classes taught by instructors holding certificates from the State Board of Education. Supplementing this regular schooling, the establishment offers instruction in many industrial skills. These include woodworking, cabinetmaking, printing, painting, cooking, baking, laundry work, and, in addition, all those useful things which enter into handling and maintenance of farm equipment and the running of an agricultural enterprise.

As a further outlet for the seemingly tireless energies of boyhood and youth, the school provides a fine gymnasium, numerous game and recreation rooms, and many clubs for the encouragement of hobbies and handicrafts, including Boy Scout programs. Organized sports have a large place in the curriculum. Attendance at the movies in downtown Meriden is one of the cherished privileges and rewards for good behavior.

The Connecticut School for Boys is governed, according to act of the General Assembly in 1931, by a board of seven trustees appointed by the Governor for four year periods. Of the present Board, one member has served for more than thirty years and three others each have served over twenty-five years. In 1921 the Legislature planned for the gradual replacement of the entire physical plant. In accordance with that program two double cottages were built in 1925, and in 1927 a new power house, laundry, kitchen, and bakery. In 1929 new barns for the cows and horses were added and in 1930 another double cottage. Then came the extensive alterations of 1931 and 1932 when there were erected an administrative building, school house, industrial arts shop building, an infirmary, staff house, superintendent's residence, and a duplex cottage.

Today the property consists of seventeen buildings on 166 acres of land, the whole valued at approximately \$1,000,000. About 146 acres of the land are under cultivation, with the exception of some wood lots.

During the year ending June 30, 1945, there were committed to the school 155 boys, and thirty-one were returned from placement outside the establishment. In that year 176 lads were placed outside and four were transferred to other institutions. On the final day of the year mentioned, with a rated capacity of 273, there were 249 boys in residence, 239 placed outside in private employment, and 106 employees of the State were taking part in the operation of the property.

Farm production for the year was valued at \$14,572 of which \$11,096 was the value of the milk yield of 100,875 quarts from a Guernsey herd. The cost of operating the Connecticut School for Boys for the year ending June 30, 1945, was \$262,849 for recurring expenses, \$3,383 for capital outlay, a total of \$266,032.

Upon arrival at the school every boy receives a complete medical and psychiatric examination. There also has been gathered a full and detailed report of his previous school record, home life, and social habits. This data forms the basis for a study of how he may be helped with the best assurance of success. Whatever physical handicaps he may reveal are quickly attended to so that his health may be brought up to standard. There is adequate provision at the school for medical, dental and psychiatric care. Ordinary physical troubles are handled at the infirmary but more serious difficulties are cared for either at the Meriden or the New Haven hospitals.

The social service department of the school's staff maintains contact with the homes from which the boys come by periodic visits. Every possible effort is made to interpret to parents, or to substitute parents or guardians, the problems and needs of the boys. This is to help prepare the home for the child's periodic visits and finally for the time of his ultimate return. Most of the boys never have received proper affection at home or experienced that feeling of security which is vital to proper emotional and social development in children. Where the home is irresponsible, inadequate, or does not exist, other provisions must be made for a good environment before the boy can be released to make his way in a competitive world. The social service

division workers make these plans. Contacts with the foster home or the real home, with the new employer, and with community agencies are always maintained after pupils leave the Meriden institution. There is established in this way a cooperative effort to see that the former attendants at the school have every possible help in making their adjustments to life wherever they take up residence.

One of the very first American soldiers to die in battle with the Japanese in the South Pacific was a husky youth who, only a short time before his enlistment to serve the nation, had been discharged from the Meriden School. Other graduates have returned from the wars proudly wearing their battle ribbons. Of all of these men the boys are extremely proud.

In 1941 the General Assembly completely revised the statutes governing the policy and management of the institution. These laws redefined the functions of the school to conform completely with modern practices and procedures which are followed by the Trustees and the Superintendent whom they employ to administer the entire project. The present Superintendent was appointed by the Board in 1930. He is widely known to men of his profession throughout the nation for the successes he has achieved at Meriden in the last fifteen years. He is the twelfth administrator since the founding of the school. The Meriden institution owes much to the late George E. Howe who died in 1893 after having been head of the school for sixteen years. It was during his term of office that many pioneering steps were taken which greatly humanized the entire procedure of education there. He brought the school into line with modern thinking about the entire problem of social maladjustments and methods needed for dealing with this problem among boys. The present Superintendent has carried on the evolutionary development of the Meriden School with the encouragement of the Trustees and the help of the General Assembly and other State officers.

There is a handsome auditorium at the Meriden school where the boys have their own entertainments or enjoy what is provided from outside, including occasional movies. Both Roman Catholic and

Protestant religious services and instruction classes are provided. There are radios in the cottages and, of course, there is an amplifier in the auditorium. The school has a considerable library of which the boys make constant use with branch libraries in each of the cottages. In the carpenter shop where older boys work with power machinery, many pieces of furniture are turned out for the establishment. In the print shop other boys provide the institution with its stationery and they also set in type and print the school newspaper, *The Hilltop Hubbub*. This paper is written, edited and produced entirely by the pupils themselves. It is a most creditable accomplishment. Its excellence, like the rest of the institution, is indicative of how much can be done by boys for themselves when they are given the proper environment, encouragement and instruction.

Long Lane School

LONG LANE SCHOOL is a sheltered home for the retraining of very young girls whose conduct or environment has seriously endangered their welfare. Juvenile courts may send delinquents there if under the age of sixteen years. Any court may commit a girl to the custody of this State institution if she is under eighteen years of age. In ordinary cases those who enter remain a minimum of eighteen months before parole but the average stay is twenty-two months. After parole a young woman remains in the legal custody of the school's directors until she is twenty-one years old.

The purpose at Long Lane is to teach wholesome living, to build character, and to fit a young woman with skills which will serve in earning a livelihood or making a home. Classroom studies carry forward the educational advantages offered by the grade and high schools of the State. Activities in housework, in the gymnasium, and about the grounds and farm, coupled with constant medical attention, assure improvement in health of both mind and body.

More than 5,000 young girls have been retrained in behavior at

Long Lane School since its opening somewhat more than seventy-five years ago. Today with a rated capacity of 216, approximately 175 are in residence at the school and a similar number either are working outside on placement in private employment or are otherwise on probation.

The Long Lane School's cluster of homelike buildings, shady lawns and lovely gardens occupy a hilltop in the rural section of south Middletown. This site overlooks the city and wide reaches of the Connecticut River valley. Since this is an old institution with modern buildings, the grounds of the campus and the adjacent farm land have been beautifully landscaped and cultivated. Management is vested by the General Assembly in a Board of Directors having nine members. These are appointed by the Governor for three year terms and give their attention to the school without compensation. Two members who were first appointed in 1921 still continue to serve. The Superintendent and Assistant Superintendent appointed to these offices in 1917 remained in charge until the summer of 1946. Both of these women came to their tasks at Long Lane after wide experience elsewhere in the same field of social service. Their contribution to the development of this Connecticut institution has been outstanding.

A building replacement program was started in 1925 and resulted by 1932 in appropriations for eight cottage homes. These are designed to house in each cottage twenty-five girls and five staff women. As the new structures were completed, old ones were razed. The adoption of this cottage home plan, replacing the large dormitory scheme, was a happy change. The house mothers and their assistants come to have a personal knowledge of each of the girls in their cottages impossible under dormitory conditions. The new homes are of brick and stone, carefully planned for comfort, convenience, and attractiveness. Decorated in excellent taste, brightened by flowers replenished regularly from the school's greenhouse, these homes have contributed greatly to the purposes for which the school exists.

Each girl at Long Lane has her own private room which she may

arrange to her individual taste and where she may keep her personal effects undisturbed. Each cottage is a complete unit having its own ample kitchen, a bright and cheerful dining room, a laundry for small items of clothing, and delightful living and recreation rooms. There is a wholesome rivalry between the several cottages for the monthly prizes for good housekeeping. A home for the Superintendent also was built in the 1932 program. From the managerial standpoint the cottage system gives the Superintendent and staff opportunity for placing the girls in the cottages by classification as to age, type, and personality.

Three more buildings were completed in 1940. One is a cottage for girls and staff members, another the administration building, the third a handsome and well appointed building which houses the school, auditorium and a fine gymnasium. All the older buildings disappeared at this time except those on the farm which could be modernized. Long Lane has 228 acres of land and thirty-four buildings. It required 109 employees to operate the property as of June 30, 1945. During the year ending on that date, sixty-one girls were admitted to the school and of those out on parole ten received a full discharge.

The cost of operating this institution for the same year was \$243,260 for recurring expenses and \$5,823 for capital outlay, a total of \$249,083. The value of the real property is somewhat in excess of a million dollars.

The farm portion of the school's facilities consists of 131 acres put to agricultural and dairy uses and nine buildings. The value of products for the year ended June 30, 1945, was \$43,098. This total included 72,564 quarts of milk valued at \$8,707, eggs to the number of 8,262 dozen valued at \$3,635 and 2,002 bushels of potatoes appraised at \$3,243. A cannery on the premises preserves foods from the farm for out of season needs.

Health improvement for the girls is a primary concern of the management at Long Lane. Upon admission each girl is retained in quarantine in the hospital building long enough to make possible a

complete check of her condition. In fact, this school was the first institution in the State to make routine tests for venereal diseases; to give and to use modern mental tests; to use the Schick test for diphtheria, and the Dick test for scarlet fever. Accompanying these tests are the proper immunization measures. The dental surgeon gives complete attention to the teeth, making hundreds of charts and filling hundreds of cavities each year.

A clinical psychologist is employed to study new entrants and girls in residence. This makes for scientific accuracy as to classification based on each girl's intelligence level, adaptability, personality traits and habits. Some of the girls arrive with difficult mental problems best handled by a psychiatrist who is able to help them to make adjustments to life. The psychologist and psychiatrist quickly put information in the hands of the Superintendent and staff which, even under most favorable circumstances, it would take them months to discover otherwise. This speeds the process of education and training. The courses of study and the tasks required may be fitted at once to the individual's capacities.

Beside regular schooling, Long Lane offers commercial training courses, instruction in beauty parlor operation, in dressmaking, domestic science, management of a tea room or restaurant, interior decorating, cooking, and all the mechanics of homemaking. Many of the girls take part in the work of the farm, laundry, cannery, dairy, greenhouse, lawns and gardens. Discipline is maintained by a system of rewards and special privileges as opposed to the older idea of penalties and deprivations.

There are 4,500 books in the Long Lane library. These include fiction of particular interest to teen-age girls and there is an excellent selection from the non-fiction list. The lighter side of life is well attended to in the curriculum. A director of athletics and recreation governs these activities, both formal and informal. Basketball, baseball, dancing, gymnastics, roller skating and many other forms of wholesome recreation are available. Some games are conducted on the basis of inter-cottage competition in tournaments.



THE SCHOOL BUILDING

LONG LANE SCHOOL



ONE OF THE CHORES

LONG LANE SCHOOL



DINNER TIME

LONG LANE SCHOOL



A LIVING ROOM

LONG LANE SCHOOL

In each cottage there is a radio, a piano, and victrola to be used freely, as desired. Religious instruction is afforded each girl according to her particular tradition of faith. The Harvest Festival at Long Lane School is one of the gala occasions enjoyed perhaps as much as the more widely observed holidays. Many people are invited to attend from among the officials of the State and others interested in the institution and its charges. Supper is served, the main dishes having been prepared in the several cottages with a spirit of rivalry for excellence in cooking and serving. An entertainment in which each of the cottage groups participates follows. Then the season's report on farm operations is read and reference is made to the attractive exhibits of fruits and vegetables raised during the season.

One afternoon in the year 1864, the mayor of New Haven and a city police commissioner were crossing the green together. Their attention was arrested by the conduct of a girl of fourteen who was accompanied by two soldiers. The officials interfered and returned the child to her home town, but these experienced men knew this was not an adequate handling of the situation. In those days nothing was being done publicly to meet the problems of which this incident was merely a suggestion. These two New Haven men, joined by many others, set out to do something about delinquency among very young girls. A petition to the General Assembly resulted in the appointing of a Legislative committee of inquiry. A report was made in 1867. That year the General Assembly appropriated \$10,000 supplementing \$50,000 in private donations throughout the State. As a result the Industrial School for Girls was incorporated in 1868 as a private charity. The Legislature continued to contribute from the public funds from time to time and also paid toward the board of each girl committed. The school was opened in 1870 on land donated by the town government at Middletown. From these beginnings the school grew and was operated for half a century until the idea took root that the work could be performed more efficiently by the State Government. The General Assembly of 1921 provided for the transfer of the property to the State and the name of the institution be-

came Long Lane Farm. In 1943 this was changed to Long Lane School, and today is among the most effective State institutions.

Connecticut Reformatory

TOWARD the close of the last century, the judiciary, some legislators, and other leaders of thought in Connecticut were preparing the State for an important innovation in the administration of justice. These men had come to realize that youthful first offenders should not be imprisoned at Wethersfield where so many inmates were hardened characters, habitual criminals, or mentally deficient. Such was the thought, in brief, which resulted in the General Assembly creating the Connecticut Reformatory at Cheshire. It was opened in 1913.

Over the intervening years this institution has developed far beyond the initial conception. Today it is much more than a house of correction. The Reformatory embraces large industrial workshops where the inmates learn mechanical skills and produce large quantities of fabricated merchandise. It operates an extensive farm employing inmate labor, and, before the war, it erected its own buildings, the boys doing all the work including masonry, carpentry, plumbing, electrical installation, papering and painting. Through these operations and an educational program, the State has been seeking to redeem and rehabilitate as many as possible of those young men between the ages of sixteen and twenty-five years convicted of serious law violations.

These developments took place concurrently with the coming of studious research to find the causes of anti-social delinquency in youth, and how best to restrain offenders still in their formative years. So Cheshire has become a social laboratory as well as a training establishment.

Years ago it took superintendents of such institutions many months to understand a newly arrived inmate's personality. It took long observation and experimentation to discover such a young man's

true character, his personal problems, personality quirks, and mental range. Only after such a lengthy trial period could the reformatory officers estimate his capacities and potentialities. Now, with the facts supplied by the institution's psychologist, medical examiner, and the psychiatrist, the Superintendent at Cheshire is in possession of all the needed information only a few days after the young offender's arrival. In the words of the present Superintendent: "They give us a complete picture of each case in a few days where it used to take us at least three months." This enables the Reformatory at once to begin the type of treatment, the kind of employment, and the program of re-education most likely to prepare an inmate for eventual release, after which he should be able and willing to earn a living and be a law-abiding citizen.

Through the years more than 5,000 boys and young men have entered Cheshire Reformatory. The types represented may be best understood by a classification of the institution's population in 1944, an average year. The largest group consisted of those found guilty of burglary, "breaking and entering" the law calls it. Other groups, arranged according to size were: second largest, those guilty of stealing motor vehicles; third, guilty of other forms of theft, and fourth, those who had committed robbery with violence. According to age, the largest number of offenders was: first, those seventeen years old; second, those sixteen; third, those nineteen.

Division of the Reformatory population according to mental age is even more enlightening. That group having mental equipment equivalent to a normal child of eleven to thirteen was largest, numerically. The next most numerous group had the capacity of a child from thirteen to fifteen. The third largest group was of the mental age of a child nine to eleven years old. Another classification shows that the larger proportion of inmates were in the eighth grade grammar school classes, the next largest group was capable of doing first or second year high school work.

In 1930 the number of inmates at Cheshire reached 425 which was the peak period of population in the institution's history. On

June 30, 1945, with a rated capacity of 400, there were 238 in custody in the establishment and 116 were on probation or had been placed outside in private employment, a total of 354. During the year ending on the date mentioned, 163 were admitted to Cheshire and 232 were paroled, transferred, or discharged.

The Reformatory property consists of 492 acres of land on which there are sixty-one buildings. Eight buildings and 368 acres are given to farming from which there was production valued at \$49,793 for the year ending June 30, 1945. Crops and their estimated values for that year were: 167,252 quarts of milk, \$21,742; 247 tons of hay, \$7,904; 3,100 bushels of potatoes, \$4,650. Of this total, \$2,000 worth went to the State Prison for canning and about \$1,500 worth was transferred to other State institutions.

Government of the institution had been vested in a Board of Directors consisting of seven members appointed by the Governor, with the advice and consent of the Senate. One member appointed in 1918 still serves on the Board. This body sits together with the Superintendent as a board of parole and discharge. Those on parole remain in the custody of the board and may be recalled or discharged according to their conduct.

The first two Superintendents served but very short periods. In 1916 the Reformatory Directors chose the third Superintendent who is retiring in 1946 at the close of thirty years' service. One of the first changes made by this third Superintendent was the establishment of a series of shops for machine work and automobile repairs. This activity became self-supporting almost immediately and has continued to develop. Next came the establishment of a large scale, fully-equipped print shop. This includes Linotypes, cylinder and automatic job presses, paper cutting and stapling machines, and liners; and it has a large assortment of type faces. Here men learn the trade of printing and the shop turns out large quantities of excellent work for many State departments.

Soon the Superintendent established a wood-working division with expert teachers in cabinetmaking, carpentry, finishing, and painting.

Young men schooled here have built a dozen or more homes on the grounds to house the Reformatory's employees and their families. Of course, this required not only carpenters but also masons, plumbers, steam fitters and electricians. These skills were taught in still other shops added to the Reformatory's equipment. The success of these training ventures is attested by the fact that the institution is fully capable of handling all its own construction, maintenance and repair work. It has been doing this for many years.

The General Assembly always has shown keen interest in the developments at Cheshire. In 1919 it appropriated funds for the erection of a building for the manufacture of automobile markers for the State. In record time thirty boys were producing all the car markers needed at a lower price than that quoted by outside bidders. The first contract called for 75,000 pairs of passenger car markers. By 1930 nearly 400,000 pair were being fabricated. Then came the change to permanent plates requiring only numerical inserts each year. This has altered the character of the enterprise on automobile plates. However, the shop turns out hundreds of other permanent metal signs for several of the various State agencies and other government units.

All the income producing work at Cheshire is financed through a revolving fund and during the year ending June 30, 1945, a surplus of \$12,835 was transferred from that fund to the General Fund of the State.

There are classes in English for everyone at the Reformatory and other classes both day and evening. Baseball, basketball and football teams keep up lively competition. Moving pictures and concerts long have been a feature of the establishment. There is a good library and both Protestant and Catholic chaplains conduct services and are helpful to the inmates in other ways.

During the war the Reformatory's shops, so far as possible, turned to efforts to further the war program, particularly the machine shop. Here sub-contract work went on steadily and other shops also contributed.

Laws governing commitments to the Cheshire Reformatory are now somewhat involved. However, the intent remains that the institution is to serve those not yet confirmed in ways of crime or habits of anti-social conduct. The basic statute reads: "Male persons between the ages of sixteen and twenty-five years who are convicted of offenses for which they may be punished by imprisonment for a shorter period than life, either in the State Prison or in a jail, may be committed to the Reformatory if they seem to the trial court to be amenable to reformatory methods." It was further provided that those who otherwise would go to the State Prison may be detained in the Reformatory for not more than five years when no definite term of imprisonment has been fixed by the trial judge. If an offender is found guilty of an offense for which the maximum punishment is a jail sentence that person may not be held at the Reformatory for more than two years. In 1943 the General Assembly altered the laws so that the courts may impose definite sentences to the Reformatory, such as thirty days, sixty days, or several months, after which the inmate leaves without supervision, having the equivalent of a complete discharge no matter what his record or his prospects.

For the fiscal year ending June 30, 1945, the expenditures from appropriated funds were \$276,830 for recurring expenses and \$3,023 for capital outlay, a total of \$279,853.

State Farm for Women and State Prison for Women

THE State Farm for Women and State Prison for Women, situated in Niantic, is an agency of last resort in dealing with women who have violated the law. Those under detention there have been committed by the courts only after all other social agencies have failed in attempts to prevent the individual from falling into this final misfortune. Because the problems which bring women to this establishment usually are so complex and so varied, there is a wide diversity required in care and treatment.

In understanding the institution, the first essential is to know the variety of its functions. This farm and prison also is a maternity hospital, a nursery, a sanatorium for invalids, a clinic for treatment of infectious diseases, a hospital for the cure of drug addicts, and a place of restraint for the unruly. Also, one must keep in mind that more than half of the women committed there are morons. They have a mental rating below that of a normal child of twelve years. Nothing can be done to improve the quality of the mental equipment of this group. The average numerical age of the patients, however, is twenty-three years but some are in middle life and a few are elderly.

Only the most enlightened and scientific administration can be effective in handling the almost infinite variety of misfortunes here presented for amelioration. It was a realization of this fact which prompted the General Assembly to enact legislation resulting in the opening of the Niantic establishment in 1918.

It is under management of a Board of seven Directors appointed by the Governor. The statutes require that at least three members shall be women, also that the Superintendent, appointed by the Board, shall be a woman. At present the Board is composed of four women and three men, none of whom receives compensation. They have jurisdiction over all matters of policy and must approve all rules for discipline, instruction, and the labor of inmates. Two of the original seven Directors still are serving on the Board.

The present Superintendent has been in charge since 1926. She is known nationally and internationally for the character and quality of her accomplishments in this difficult field of social service. Furthermore, her scholarly contributions to professional thought with regard to the public administration of institutions for delinquent women were widely discussed before she came to Niantic to serve the State of Connecticut. In progressive institutions many of her ideas already were accepted as standard. So it is a matter of record that for two decades the methods pursued at the farm and prison here have been in accord with the most enlightened practices. Not infrequently, through the years, the Connecticut institution has pio-

neered in procedures later generally accepted as both wise and rewarding.

When a woman is committed to Niantic, the staff there first make a thorough study of her personal history and background. Meantime medical and psychiatric examinations reveal her exact physical and mental condition and her emotional reactions. Very shortly the Board of Directors sits with the professional staff to make a decision on classification of the particular case. At this time there is formed a general plan of care for the new arrival which offers the greatest promise of leading toward eventual parole, or perhaps to discharge and rehabilitation.

The usual court commitment to the institution is for three years, the sentence being indeterminate. The thought behind the treatment of each individual case is to retrain the inmate. Every possible effort is made to refit each unfortunate woman, both physically and mentally, for rehabilitation, so that she may go back into the world to lead a normal and useful life. Throughout her stay at Niantic the patient is given useful work, usually acquiring skills which will be constructive and prove advantageous later in earning a living. She is taught by example and precept as well as by experience.

The larger part of all the work of housekeeping and labor in the hospital, nursery, laundry, kitchens, dining rooms, and about the farm is performed by inmates. This permits of a wide variety of tasks. A program of formal education and practical instruction goes on under supervision of a director of education. Practically all clothing worn by inmates of the establishment is manufactured by them. A library of 2,500 volumes is open daily. Guidance and help in selecting books are given by a teacher of experience and much understanding. Many women begin their parole after a period of from ten to fourteen months at Niantic.

The success of the woman on parole depends to a great extent upon the success of the social workers who place her in her first employment outside. In many cases return to her former home does not meet requirements and a new environment must be found. While



A LIFER'S CELL



STATE FARM AND PRISON FOR WOMEN



NURSERY



LAUNDRY



A "CELL BLOCK"

STATE FARM AND PRISON FOR WOMEN



THE NEW ENGLAND TRADITION

GLASTONBURY



ENGINEERING STUDENTS

UNIVERSITY OF CONNECTICUT



LABORATORY

ADVANCED RESEARCH



CONTINUOUS EGG-LAYING SURVEY

COLLEGE OF AGRICULTURE



RECREATION FOR ALL

STATE-OWNED BEACH



ROADSIDE PICNIC AREA

STATE HIGHWAY DEPARTMENT

on parole the inmate remains in the legal custody of the Board of Directors of the Niantic institution. If her start is successful and her record continues to be good, she is ultimately discharged from this custody. Parole is granted at the discretion of the Board of directors which also sits as the Board of Parole and Discharge. In cases where it is advisable, transfers between the Niantic establishment and the Long Lane School are made, subject to the approval of the two Superintendents and the Court of Commitment.

The medical treatment of inmates is an important and a major part of the care. A woman seldom arrives there in good health. The Superintendent and physicians do all possible to restore those who are committed to physical health at the same time they are being trained in conduct. All physical problems, including teeth and eyes, are cared for. A large amount of the medical work arises from the legal arrangement providing for admission of infants under one year with the mother and also arranging for the birth and care of children born to women after they are committed. Infants may not remain at the Farm, however, after they are two years of age. Where needful the Board arranges for their care elsewhere until the mother is discharged. Usually there are fifty or more babies in the nursery.

In 1930, upon completion of the prison building which, by the way, little resembles the popular idea of a prison, the women then confined at Wethersfield were transferred to Niantic. This penal building has no stockade or obstructive bars. There are, of course, detention rooms where women are kept who serve prison sentences or are too unruly, at least temporarily, for freedom to take part in the ordinary life of the establishment. There are inmates at Niantic who have been found guilty of such crimes as murder, robbery, theft and dangerous assault, as well as those who have been entangled in all manner of illicit sex relationships leading to illegal acts. Habitual use of liquor or drugs is another difficulty which brings some unfortunates there.

During the twelve months which ended June 30, 1945, there were 253 women committed to Niantic by the courts, seventy inmates

were discharged from custody and 101 placed on parole. On the date mentioned, there were 237 inmates in residence and 250 on probation. It requires approximately a hundred employees to supervise and operate the farm and prison properties. The cost of the establishment for the year previously referred to was \$256,748 for recurring expenses, \$152 for grants and donations, and \$7,011 for capital outlay, a total of \$263,911.

The entire property at Niantic consists of 970 acres of land, a rolling terrain surrounding a pleasant body of water called Bride's Lake, which is fed by brook and springs. It is the source of an un-failing water supply and a delight to the eye. There is a total of fifty-seven buildings for institutional and agricultural purposes. The chief structures are of brick and stone. These are an administration building, receiving building, maternity hospital, prison, industrial units, storehouse, and eight separate cottages in which the inmates are housed. The Superintendent and some staff members live in homes on the property which formerly were private farmhouses, some of them erected generations ago. Naturally there are large barns for the cattle, a dairy, poultry houses, garages for motorized farm equipment, a sheepfold and piggery.

There are four hundred acres of cultivated land, ample pasturage and a good piece of woods. The farming operations have great importance economically and also from a therapeutic standpoint. The estimated crop yield for the year ending June 30, 1945, was valued at \$44,179. A substantial part was consumed on the premises, eggs and occasionally other farm products are furnished to Seaside Sanatorium, and the remainder are preserved at the cannery. Among the items produced are sheep's wool, beef, lamb, chickens and turkeys, veal, pork, 175,695 quarts of milk, 853 bushels of potatoes, 10,039 dozen eggs and large quantities of vegetables and fruits. The laundry cares for the needs of the institution and in addition does all the work for the Seaside Tuberculosis Sanatorium a few miles away.

The State Farm women have opportunities for wholesome recreation. They produce plays and pageants, enjoy preparing for the

holiday entertainments and those arranged for special occasions. An excellent and attractive auditorium makes such amusements possible and provides a place for motion pictures and for the customary religious services carried on by clergymen of both Protestant and Catholic faiths.

Here, as in other State institutions, the radio makes life brighter and in summer baseball and swimming are part of the curriculum. It is of interest to compare present treatment of women offenders with a typical incident in 1723 when the founding fathers in their wisdom caused Mary Arnold of Connecticut Colony to be branded on the forehead, with a red-hot iron, with the letter "B". Her crime, according to the record was: "Wickedly, devilishly, and in a burglarious and felonious manner, breaking open ye house of Matthew Gregory and stealing there a silk scarf to ye value of thirty shillings."

Connecticut Prison Association

BACK in 1875 the Connecticut Prison Association was formed to aid all convicts when paroled or discharged to secure employment and regain a place in free society. It was incorporated in 1879. From time to time the General Assembly has by statute imposed official duties upon this Association, enlarging its scope, and making grants or appropriations to meet a part of the expenses incurred. The Association is directed by statute to supervise the probation system of the State; and court clerks are directed to notify the Association of appointment of probation officers while the latter are required to make quarterly reports to the Association. This organization also handles the matter of assistance to out-of-state parole and probation cases. More recently it has assumed joint sponsorship with Yale University of the Yale Plan Clinics for Inebriates. The organization has aided in securing extension of the limit of probation from one to two years, in abolishing fees for the services of probation officers, and in establishing State Juvenile Courts with a high standard of probation practices.

The membership of this Association exceeds 1,200 persons whose dues amount to approximately \$2,200. The organization in 1943-1944 had an income from county grants of \$2,600 and from invested funds, privately donated, of more than \$2,300. This gave it a private income of more than \$7,000 for that year. In the same period, the State grants for work performed came to approximately \$13,300. The Association has a President, an Executive Committee, an Executive Secretary, four field workers and two office assistants at its offices in the State Office Building. Annually, the Prison Association reports to the Governor on the operation of the probation system and its results, and makes recommendations for improvement.

The Association exercises general supervision of all probation services which from sixty-eight offices handle about 6,000 probation cases; but at any one time the number usually runs between 2,600 and 2,700.

United Spanish War Veterans

THE United Spanish War Veterans, an organization of men who saw service either in the Spanish-American War, the Philippine Insurrection, or the China Relief Expedition, receives an annual subvention of \$2,500 from the State in the form of an appropriation by the General Assembly. The purpose is that this association may collect and classify all data, relics and mementoes relating to participation by Connecticut men in the campaigns mentioned. The Adjutant of the organization is in charge of the work with an office in the State Office Building. Records have been collected concerning 3,700 participants in the service described. Of these, 1,600 were alive at last report and 900 belong to this organization. The records and mementoes will be turned over to the State Library eventually.

University of Connecticut

IN the last ten years the General Assembly has firmly established the University of Connecticut at Storrs. The new institution has been developed upon the solid foundations which formerly constituted the Connecticut State College. This evolution is the result of a long existing need, and an insistent demand, for more nearly adequate facilities for the higher education of Connecticut boys and girls within their own State. The former college at Storrs grew out of the Agricultural School founded in 1881 when the Legislature accepted donations for that purpose from Charles and Augustus Storrs of Mansfield. They gave to the State 170 acres of land, several small buildings, and six thousand dollars in cash. The real property given was the ancestral estate which came down to these gentlemen from forebears who were early colonial settlers.

The new University is rapidly developing to meet the modern needs. Already it has broad, well-planned, and accepted curricula in its various schools, departments and divisions. It possesses a strong faculty, a well qualified student body, and an immense opportunity. However, the pressure for admissions far outruns the capacity of the plant. This situation would have existed even had the war's termination not added to the problem by presenting the sudden need to give college training to returning service men. Since V-J Day 15,000 young people on the university level have been returning to Connecticut homes from the war. Their education needs must be served. But, annually, about 16,000 boys and girls are graduated from the high schools of the State.

At no time since the turn of the century has Connecticut been equipped with sufficient college accommodations to serve even the considerable number of these high school graduates seeking higher education. Before the war about 6,000 young people of Connecticut, each year, went outside the State to find the needed facilities. Approximately 3,000 of these ambitious boys and girls attended state-owned universities or colleges elsewhere. But, more and more, these state-

owned institutions supported by other commonwealths have been forced to restrict their acceptance of students to native sons and daughters.

For the year 1945-1946 the total enrollment at the University of Connecticut was 3,200. The year previous it had been 5,636. However, that included 1,972 students in the industrial training courses sponsored by the Federal government, 268 men in the Army Student Training Program, and 1,297 enrolled for one or more courses in the extension classes.

During the summer of 1946 plans were perfected at the University to accept a total student enrollment of 5,700 in the fall. This taxes every possible facility to the limit. Three thousand can be accommodated on the campus at Storrs. The remaining 2,700 must be cared for by the College of Pharmacy at New Haven, the School of Law and the College of Insurance at Hartford, and the freshman-sophomore extension centers at Hartford and Waterbury.

Only ten years ago, when the institution still was Connecticut State College, the total student enrollment was 837. There was then a State law restricting the number who could be housed in the dormitories to 500. In the year 1935 the capital investment at Storrs was \$3,000,000 made over a period of fifty-four years. No building construction of any consequence had been undertaken since Beach Hall was opened in 1929. The first sizeable appropriations for new construction to implement the university idea, and the reorganization, were voted in the 1937 session of the General Assembly. At later sessions additional sums were voted. Recent legislation also has authorized bond issues for self-liquidating dormitory projects. So from 1937 until the start of World War II, about \$3,000,000 was added to the capital investment. Another \$5,000,000 in appropriations, gifts, and authorized bond issues is being held in readiness for expenditure for additional construction as soon as materials and labor are available. In 1935 the annual operating budget, from all sources, was \$1,205,000. The total expenditures for 1944-1945 from all sources were \$2,880,662, of which \$1,278,406 was from

General Fund appropriations. During the period of expansion at Storrs the percentage of the budget that comes from legislative appropriations has been reduced. The difference is accounted for by the University's increased internal revenue and Federal grants.

There were five divisions in the old college now so completely swallowed up in the University. There are thirteen schools and colleges in the new institution. In 1937 for the first time a summer session was held. Today this is a regular feature. The University's summer session consists of two six-week terms each running five days a week. Both undergraduate and graduate students, by taking summer courses, may accelerate their programs in working for degrees. There also are courses for qualified youths and adults who wish only to spend a pleasant and profitable summer in study.

The popular University Extension offered its first courses in 1939 and has grown tremendously. Groups recently have been taking courses in Hartford, Waterbury, Bridgeport, Danielson, Putnam, Greenwich, Manchester, Westport, Rockville, Stonington, Storrs, Suffield and Torrington. A wide variety of studies is available.

The University of Connecticut lies in the rolling hill country eight miles north of Willimantic. Its setting is completely rural. The architecture of its many attractive buildings is reminiscent of the colonial. The buildings cluster conveniently on and around a campus of 110 acres. The institution owns approximately 1,700 acres of land in Mansfield surrounding its campus. This property consists of extensive fields, pastures, gardens and woodlands. In the town of Coventry a farm of 127 acres is devoted to experimental work in agronomy and vegetable gardening. Land and buildings of the College of Pharmacy on York Street, New Haven, belong to the University; and it has possession of property on Woodland Street, Hartford, where it conducts the School of Law and the College of Insurance. These three schools have been incorporated into the University by legislative enactment.

Organization and government of the University have developed from legislative enactment to a considerable extent. The Board of

trustees, created by the General Assembly, determines general policies. It must approve new services to be offered and all expenditures. The Board appoints the President, who is administrative head and chief executive of the University. The Governor of Connecticut, the Commissioner of Education and Commissioner of Agriculture are ex officio members of this Board. The Governor appoints eight other members and two more are elected by the alumni. The war years brought practically no slackening in applications for admission to the University. Girls took the places which might otherwise have been filled by boys who went into service. The dormitories were filled continuously. Since V-J Day the Trustees have found it necessary to establish a priority system of admissions. The rule is "veterans first", then attention goes to other Connecticut residents. Students applying from out of the State go to the bottom of the list. The fall season of 1946 brings about 5,000 applications for admission from war veterans and another 5,000 from young people not connected with the armed services. Approximately 3,000 individuals in each of these groups are well qualified for admission to the University. Only a small portion of this total of 6,000 eligible for admission can be accommodated.

In the summer of 1946 every effort was being made by the Board of Trustees of the University to provide facilities for the returned veterans. Any and all possibilities for expanding living accommodations and study facilities were explored. Should any of the avenues of possible expansion lead to additional space it was thought the total enrollment would reach as high as 9,700.

The University of Connecticut has, beside its twelve schools for undergraduate study, a Graduate School for advanced work in about twenty-five fields. These graduate studies lead to the Master's degree in either the Arts or Sciences; or to the Doctor of Philosophy degree. The twelve other schools are: College of Arts and Sciences, School of Business Administration, School of Education, School of Engineering, College of Agriculture, School of Law, College of Insurance, School of Nursing, College of Pharmacy, and the Schools of

Home Economics and of Social Work, and The Ratcliffe Hicks School of Agriculture. Bachelor's degrees are granted those who complete the full courses of undergraduate study satisfactorily. In the various schools there are approximately fifty departments offering a wide choice in the field of either liberal education, or general education directed toward further study, in one of the professional schools of the University itself, or elsewhere.

It is particularly interesting that the School of Business Administration, organized in 1940, has the second largest enrollment. The School of Arts and Sciences is larger. The School of Education does not formally enroll students during the first two years at the University. At the close of the second year's work qualified students start work in the School of Education which offers programs for prospective beginning teachers in such fields as English, foreign languages, history, social studies, mathematics, agriculture, biological sciences, business, home economics, the physical sciences, music, and physical education. Further work is available on the fifth college year level also, and in the Graduate School for Master's and Doctor's degrees.

The School of Engineering is well equipped with laboratories and shops offering civil, electrical or mechanical engineering courses, and some graduate work.

The College of Agriculture provides four years of resident study. It is supported by both Federal and State money. In addition the college performs a wide variety of educational and research services, designed largely to aid those people in the State actually engaged in farming and in agricultural marketing. The work, and results attained, at the Storrs Experiment Station, which is part of the University, have long been nationally famous. The program of this Station is developed around the live-stock industry, the fruit and vegetable industries, and the social sciences. Usually there are at least fifty active projects under way. Some members of the Station staff devote all their time to research; others combine teaching with research. It is through the College of Agriculture that the University operates its farms where attention centers on dairy and beef cattle,

poultry, vegetable and flower gardens, fruit orchards, sheep, hogs, and tracts of forest land.

The Extension Service makes available to all people of the state information likely to improve agricultural practices, make farms more profitable, and rural home life more rewarding. This work is carried on by demonstrations, regional meetings, use of press and radio, by printed bulletins, and through County Farm Bureaus and the 4-H Clubs.

The schools of Nursing, Pharmacy and Law offer exceptionally careful training and are approved by the recognized public authorities in their individual fields. The Ratcliffe Hicks School of Agriculture establishes a two year course in agriculture; also a one year course and numerous short courses. Eventually, this school will have its own dormitories and classroom buildings. This project was endowed by Ratcliffe Hicks, late of Tolland.

During the summer season, and at times during the spring and fall, the University of Connecticut serves as host to special study groups of citizens. Seminars, or institutes, are conducted at the University to discuss definite fields of activity, usually with lectures by faculty members and discussions by other experts. Groups of insurance men assemble to study some special phases of work in their field. Town and municipal finance officers gather to study their work and exchange views and compare practices. Bankers may meet to study farm credits. Various agricultural seminars are held, and short courses are given for social workers. One of the most successful gatherings was that of the State's fire marshals to study their problems. These seminars, or institutes, are run on a fee basis which makes them self-supporting.

Department of Education

THE State Department of Education is the executive arm of the State Board of Education. Whereas the Board has "General supervision and control of the educational interests of the State," the

Department applies those powers; and administers the policies determined by the Board. It has been recognized by the courts of Connecticut that education comprehends the acquisition of all knowledge tending to develop and train the individual and, when used in this sense, is not limited to the years of adolescence or instruction in schools. This definition places many responsibilities upon the Department besides the actual conduct and supervision of schools.

The Commissioner of Education, who also is Secretary of the Board, is appointed by the Board for an indefinite term and is the administrative head of the Department.

He exercises personal supervision over the Division of Instruction which consists of the Bureau of School and Community Service, Bureau of Youth Services, and Bureau of Vocational Education. Also the Commissioner has reporting directly to him those employees who are responsible for the Department's legal work, teachers' certification, vocational rehabilitation, research and planning, and public libraries. Distributed between youth service and vocational education are the vocational guidance services.

Assisting the Commissioner in the administration of the Department is the Deputy Commissioner who is in immediate charge of State-operated schools and colleges and of the rural supervisory service. He acts for the Commissioner in his absence.

The Division of Administration handles Department personnel, acquisition of supplies, compilation of statistics, and the financial operations of the entire Department. This includes the disbursement of State grants to towns.

The Department of Education employs on a full-time basis somewhat less than a thousand persons. Naturally, this includes specialists in many areas of education besides those engaged in actual management of the State-owned schools or in classroom instruction. For instance, the State furnishes twenty-two rural supervisors to serve approximately ninety towns which do not have superintendents of schools. The end of the war has accentuated the work of the specialists in rehabilitation vocational training.

Under the direction of the State Board of Education the Department owns and administers four colleges for the training of teachers; situated at Danbury, New Haven, New Britain and Willimantic. These colleges offer curricula covering four years of study and training "which shall fully qualify the graduates of such colleges to teach in the schools of the State." The Board requires that an applicant for entrance at the teachers' colleges shall have stood in the upper half of the graduating class of a high school, and shall pass both an adaptability test and physical examinations. Certain tests are given at the end of the first two years' work in the college to determine fitness to continue teacher preparation.

There now are available, yearly, 100 State scholarships in the teachers' colleges. The General Assembly of 1945 voted to double the number (fifty) previously offered. This was a result of the present serious shortage of elementary school teachers, a condition largely brought about by the war. Connecticut will need, annually, for the next few years about 600 additional elementary school teachers. The increasing birth rate in the war years has to be taken into account; also the fact that during the war there were fewer students acquiring preparation for elementary school teaching. The total enrollment of regular day students in the four colleges during the second semester of the year ended in June of 1946 was 1091, of which 233 were veterans.

One of the functions assigned to teachers' colleges is regional supervision and service to local school administrations where such aid is desired. Each college serves a particular region of the State to avoid overlapping. On a request basis the colleges and their faculties supply leadership and advice, demonstrate methods and practices, and give supervision. Under direction of the Deputy Commissioner the colleges jointly operate the summer school and the extension service. The general purpose of both summer school and extension work is the improvement of teachers already certified and at work in the public schools of the State. For them there are arranged courses of study and series of lectures, both on and off the campuses.

These facilities serve, among others, a thousand or more teachers who are candidates for degrees from the teachers' colleges.

The State Vocational-Technical Schools, of which there are twelve, are directed by the Deputy Commissioner. Their main function is to select, educate, and train youth for employment in the skilled trades. They also provide further training on a part-time basis for persons already employed at skilled trades. In emergencies they provide training for selected unemployed persons, in short courses, to meet immediate needs of industry. The vocational-technical schools are located in Bridgeport, Danbury, Hartford, Manchester, Meriden, Middletown, New Britain, Norwich, Putnam, Stamford, Torrington and Willimantic. The 1943 General Assembly authorized the establishment, and appropriated funds for the operation of two new trade schools. One is to be situated in New Haven, the other in Waterbury. There long have been two State-aided trade schools, one at New Haven and one at Waterbury, operated by the local boards of education. In the period from July 1, 1945, to March 1, 1946, there was a total enrollment in the State vocational-technical schools of 3,182 day pupils and 5,465 students in evening classes.

The General Court at Connecticut in 1644 ordered every township in its jurisdiction, after it had increased to fifty householders, to appoint one person within such township to teach every child there to read and write. The State government, as a general policy, has seen fit to leave much of the control of education in the hands of local boards of education. In theory, certainly, these local boards are agents of the State. As such it is their duty to provide the schools and the duty of the town governments to provide the funds. Compared with many other states, in Connecticut the State government's exercise of control powers over local school administration is light and nominal. There is good reason to hold, both in law and in theory, that the State Board of Education has much power which it has elected not to exercise. The statutes read that it "may direct what books shall be used in all of its schools" but this authority is not exercised. Elsewhere the statutes provide the State Board shall pre-

pare courses of study in certain areas of education. However, many school laws have been enacted by the General Assembly making it the duty of the State Board specifically to enforce certain practices. Some of these relate to the length of the school day and the length of the school year, the ages where attendance at school shall be compulsory, requirements for work in teaching, the amounts of State aid for local education, and the purposes for which such funds shall be used. The statutes also require instruction in reading, spelling, English grammar, geography, and arithmetic. Citizenship courses must be taught from grade eight through high school and must include the study of United States history, State and local history, and government. Instruction in highway safety is obligatory; also the effect of alcohol and narcotics on health and character, physical and health education, and teaching in the humane treatment of animals and birds and their economic importance. The Department's duty is to see that towns carry out these legislative directions.

In 1838 Connecticut established the State Board of Education, one of the first such boards in the nation. In 1938 and again in 1940 the Department of Education was reorganized completely. This merely reflects the extreme difficulty of organizing an unusually complex and complicated aggregation of activities in many fields where, in part, the authority is ill-defined and often success depends on persuasive state leadership and statewide cooperation from local levels. The Board of Education, having nine members, must be composed of one member from each county and one chosen at large, all to serve six-year terms. Three members are appointed by the Governor in the odd year of each biennium. All serve without compensation.

State funds are distributed to towns to assist in the support of public education. There are eighteen different bases on which funds are so distributed. These financial complexities established by law represent an accumulation of directives stretching back for more than a century. The 1945 session of the General Assembly provided an additional form of State aid to towns by forgiving approximately one and a quarter million dollars in State taxes on the towns.

Among the miscellaneous duties imposed by the Legislature upon the State Department of Education are those of a supervisory nature with regard to practices in the towns. The Department must see that everywhere instruction is in the English language; all teachers must be legally qualified and certified; text books and supplies must be free; every school shall have and display the United States flag; reports of attendance must be entered on forms supplied by the Department; and school buildings in use, and plans for new buildings, must meet with its approval. The Department also must supervise health examination. It has to do with the tenure, retirement, and the equal pay of all teachers in the State.

Under supervision of the State Commissioner of Education the Department's experts have made a detailed survey of school plants in the entire State. It was disclosed that it would cost \$70,000,000 to give Connecticut completely modernized public school plants. One third of the State's 902 schools were found to be more than fifty years old; forty per cent of all school buildings, extending to 142 of the 169 towns, were found to be obsolete and in need of replacement. Some were of questionable safety. The list of obsolete schools included 219 one and two room schools. The Legislature in 1945 took a first step in the direction of correcting this situation. It provided a public school building fund of \$2,000,000, out of the post-war purposes fund, to be administered by a commission. Towns may apply to this commission for grants in aid not to amount to more than one-third the cost of any project, exclusive of site, the total grant not to exceed \$50,000.

The total net expenditures by the Department of Education, from General Fund appropriations, for the year ended June 30, 1945, were \$4,389,553. Ordinary recurring expenses were \$2,192,819. Equipment and other capital outlay was \$79,097. Fixed charges, grants and donations amounted to \$2,117,637. State aid grants, included in the last item mentioned, amounted to \$1,949,951.

The expenditures for operating costs and capital outlay, by major divisions of the Department, were: State Board and central admin-

istrative divisions, \$274,616; teachers' colleges, \$820,391; vocational education, \$1,052,397; rural supervisory service, \$124,512.

In addition to appropriated funds, the Department had Federal funds and special funds for disbursement, the total of which was \$960,951.

Public School Building Commission

TOWNS desiring State aid in building, remodelling or enlarging schools, particularly where the need is imperative, were given consideration by the General Assembly in 1945. The Legislature created the Public School Building Commission and appropriated \$2,000,000 for allocation where needed. The Commission consists of the Secretary of the State Board of Education and three persons appointed by the Governor. Its offices are located in the State Capitol. Prior to granting State aid to any town, its building plans must have the Commission's approval and there may be no more than one grant to any town in a two-year period. Grants are limited to one-third the cost of the project, exclusive of site, or an amount not exceeding \$150 per pupil attending the contemplated school, or a total of \$50,000. The Commission intends to give first priority to towns seeking to erect consolidated schools, then to towns having immediate health or safety problems concerning their schools.

Commission on Rex Brasher Bird Paintings

A SPECIAL act was passed by the General Assembly in 1941 providing for a Commission to negotiate for acquisition by the State of the original paintings by Rex Brasher of *Birds and Trees of North America*. The paintings referred to were reproduced in 1930, in twelve volumes, described as *Birds and Trees of North America, by Rex Brasher; done in Chickadee Valley, near Kent, Connecticut*. The Commission, appointed by the Governor, consists of five residents

of the State who serve without pay but receive necessary traveling expenses. The sum of \$74,290 was appropriated for the purchase of the paintings and the Commission was assigned the further responsibility of reporting a plan for a suitable building to accommodate the paintings. A suggested location for the building, and a plan for liquidating the cost of the purchase of the paintings and the cost of the building, by charging suitable moderate admission fees, also are required. The paintings were subsequently acquired by the Commission but due to wartime problems arrangements for the housing of them were postponed. The General Assembly of 1943 passed a special act continuing the Commission until it could fulfill all of its required duties. It also appropriated \$1,000 as a revolving fund to facilitate distribution, to public libraries and school libraries of the State, bound volumes containing the 200,000 gravure engravings or reproductions in black and white. The Commission subsequently decided that a building site on the Wilbur Cross Parkway would be the most desirable location. Preliminary funds have been made available for the preparation of plans. The Rex Brasher bird paintings are considered by many authorities to be the equal of the famous Audubon bird paintings. When finally placed on view they will provide an exhibition of which the State may be proud.

Teachers' Retirement Board

A RETIREMENT annuity and State pension system for public school teachers throughout Connecticut was created by the General Assembly of 1917. This undertaking is administered by the Teachers' Retirement Board. To this body, the Teachers' Retirement Association, a private organization which initiated the movement for retirement pay, elects two members to serve four-year terms. The remaining members are the Insurance Commissioner, Bank Commissioner, and the Commissioner of Education. All serve without compensation and employ a secretary and the necessary office force.

Each teacher who belongs to the Association pays into the annuity fund five per cent of his or her annual salary in monthly installments. A separate account is kept by the Board with each member, similar to a savings bank account. Interest, fixed by the Board, is credited monthly and at the end of the year adjusted to conform to a rate justified by earnings. The amounts accumulated for each teacher are used to establish an annuity on an actuarial basis. In addition to the annuity, the retired member receives from the State a pension approximately equivalent to the annuity. Money for this is derived from payments by the State, also based on the mortality table, and accumulates in the pension reserve fund administered by the Board.

An appropriation to the pension reserve fund is made by the Legislature for each year of the biennium in an amount determined by estimating the number of retirements to be processed during the year at an average rate per retirement which, at the present time, amounts to \$16,500. At the time a teacher retires, a sum computed to be adequate for financing during the life expectancy of the teacher retiring is withdrawn from the appropriation and deposited in the account from which the monthly payments are made during the life of the teacher. The sum of both annuity and pension is called the retirement allowance and this is paid monthly.

Retirement of teachers is compulsory at the age of seventy unless special permission is granted by the Retirement Board to the employing board of education. Any member of the Teachers' Retirement Association who for thirty years has paid regular assessments to the annuity fund is exempt from further assessment. It is required that all who have entered public school service since 1917 for the first time shall join the Association. Any member who withdraws from service in the schools before becoming eligible for retirement is entitled to receive from the annuity fund all amounts contributed as assessments together with interest. If such withdrawal takes place after ten annual assessments have been paid, the member may, if he or she chooses, receive the amount due in the form

of an annuity for life. Any member who has served ten years in the schools, and who before sixty becomes permanently incapable of rendering satisfactory service because of disability may, with the approval of the Board, be retired and receive an annuity and pension. Members of the Teachers' Association who served with the armed forces in the war period were permitted to retain membership and were considered as teachers for the purpose of computing the length of service in the schools.

The 1945 session of the General Assembly enacted a law requiring the Comptroller to draw his order on the treasurer of the State for payment, as an economic increase, of \$10.00 per month for twenty-four months, starting July 1, 1945, to each teacher retired by the Board prior to October 1, 1943. There are adequate provisions for reporting both to members and to the Governor of the operations of the Board for audits of the funds and actuarial examinations of the system.

Total enrollment of teachers in service on June 30, 1945 was 10,060. The total number of teachers on retirement was 801. During the year which closed on the foregoing date, \$1,110,833 was received from teachers' salaries; \$361,264 was paid in refunds and interest; \$188,920 was paid in retirement annuities and \$614,627 paid in retirement pensions. The State paid into the pension reserve fund \$2,124,538. On June 30, 1945, twelve persons were employed by the Board and the expenditures for operating costs for the year preceding were \$27,131.

State Library

CONNECTICUT has a priceless store of treasure in its State Library. For business purposes it puts the monetary valuation at approximately four and a half millions for the building and contents. The General Assembly appoints four persons who, with the Governor, form the State Library Committee which manages the prop-

erty. This Board names the State Librarian who is the executive head of the institution.

In its three million dollar building on Capitol Avenue, Hartford, are irreplaceable records, choice documents, rare books, paintings, manuscripts, and collections of historic mementoes. They touch all phases of life and progress in Connecticut since the arrival of Thomas Hooker and his little band of wilderness homemakers. The west side of the building is given over to the chambers of the Supreme Court of Errors and offices for its Justices and other officials. The State Librarian appoints an Examiner of Public Records and has a staff of about seventy persons to carry on the work of the library. The Library Board directs the activities of the State Historian and appoints his successor.

The library work for the State is peculiarly exacting. It entails preservation of official documents of the governments of towns and counties, as well as for the government of Connecticut. This institution maintains both public and private war records, locates graves of veterans, makes and transfers duplicates of many kinds of documents and distributes copies of acts favorably reported by committees of the General Assembly. Since it is a reference and educational center the calls upon the State Library for many forms of unusual and painstaking research are constant.

The Supreme Court law library is part of the equipment. This means maintenance of complete sets of Federal laws, statutes and reports, as well as those of each of the states and territories. The staff keeps on file many of the loose-leaf services and a good collection of law text books.

Among the absolutely irreplaceable archives are the manuscript volumes of minutes of the first organized colonial governments in Connecticut. These are the ancient proceedings of the towns of Wethersfield, Hartford and Windsor. The first entry in Volume 1 is dated April 26, 1639, and the records continue in unbroken sequence to the present. The original records of New Haven Colony, beginning June 4, 1665, are preserved with equal care in the vaults.

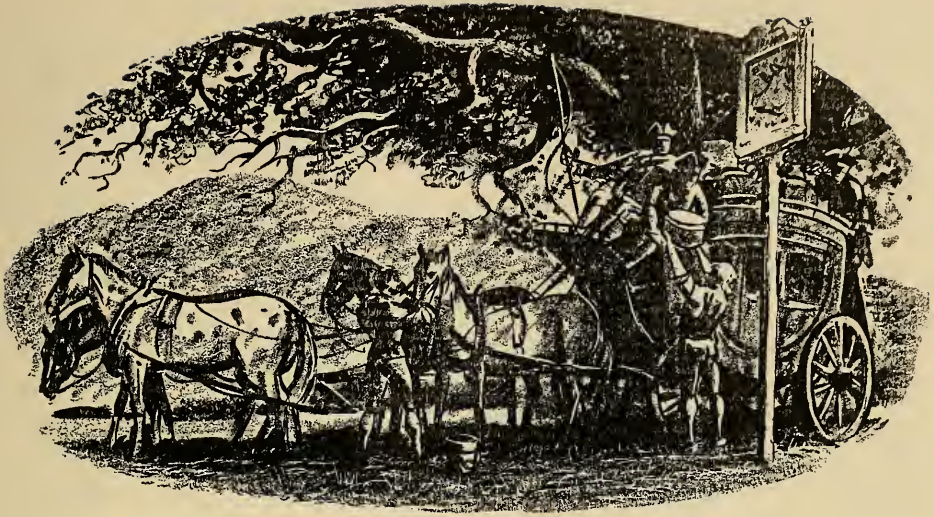
The total number of books catalogued is well in excess of 400,000. The extensive newspaper files of current papers include all published in Connecticut and the leading metropolitan dailies. Many of these newspaper files go back to colonial times.

During Legislative sessions the library staff is augmented to give speedy, special service to members of the General Assembly. The institution then maintains a special legislative department where members and state officials may find all the latest material touching possible legislation. This includes bills under consideration in other states and reports dealing with many current questions. Bills introduced in the Connecticut Legislature are indexed daily and copies are distributed to all members and the public.

Eighty-two probate districts, more than 600 churches, many state and town officials, and some private institutions have made the Library their depository for valuable non-current records. The War Records Department has an immense collection of material touching all manner of Connecticut activities in both World Wars and the wars which preceded them. The graves of over 1,000,000 people, including 40,000 veterans, have been located in 2,300 cemeteries and are carefully indexed.

For the year ending June 30, 1945, the Library's ordinary recurring expenses were \$152,658.17. There was a capital outlay of \$27,698.57 and an expenditure for structural replacements and improvements of \$1,463.40. This made a total cost of \$181,811.14. The year prior to this the total had been \$194,270.48.

The income of the State Library from reimbursements and sales is somewhat less than \$3,000.



PUBLIC SERVICES

PARKS

MEMORIALS

HIGHWAYS

PUBLIC SERVICE ENTERPRISES

Biennial Appropriations and Authorized Estimated Requirements of Funds

	1937-1939	1941-1943	1945-1947
Groton-New London Bridge Commission	—	\$4,330,144	\$1,071,522
Hartford Bridge Commission	—	3,181,294	1,211,611
Old Lyme-Old Saybrook Bridge Commission	—	—	6,000,000
Commissioners of Steamship Terminals	7,000	7,600	7,280

MAINTENANCE OF PUBLIC PARKS, HISTORICAL SITES AND MONUMENTS

	1937-1939	1941-1943	1945-1947
Park and Forest Commission	\$557,455	\$1,282,373	\$1,287,604
Fort Griswold Tract and Groton Monument Association	3,000	5,610	11,870
Trustees of Henry Whitfield House	3,000	5,192	8,505
Merritt Parkway Commission	—	—	3,000
Israel Putnam Memorial Camp Ground Commission	16,050	27,835	38,422

CONSTRUCTION AND MAINTENANCE OF HIGHWAYS, ROADS AND BRIDGES

	1937-1939	1941-1943	1945-1947
Highway Department	\$40,358,275	\$37,757,620	\$39,191,321
Highway Safety Commission	—	54,582	56,945

Groton-New London Bridge Commission

THE Groton-New London Bridge Commission has spanned the Thames River estuary with a handsome structure which is the longest in New England. This imposing project was completed February 27, 1943, in time to play an important part in facilitating wartime traffic at a key point of congestion. On behalf of the State, it now administers this property.

Into the building of this great span and its approaches went 100,000 tons of material of which 13,000 tons were structural steel. The total cost was \$6,000,000 and the work required two years from the date on which the contracts for construction were signed.

The Groton-New London engineering achievement is the latest of an interesting succession of bridges at the mouth of the Thames which is at once a maritime, rail, and highway crossroads. In its own day, each one of these bridges was considered a triumph because it was essential that at this point a span be devised which would permit the passage of tall ships. Prior to 1889 all land traffic crossed the broad roadstead on car floats or by ferry, but in 1889 the New Haven Railroad built the first bridge which was a double track steel structure for rail traffic only.

Twenty-seven years later the Company found its bridge, which had cost more than a million and a quarter dollars, was not sufficiently strong to carry indefinitely the increasingly heavier trains of modern railroading. At a cost of \$2,500,000 the "New Haven" built a far more rugged span, which was designed for trains only and it was opened in 1919.

At this time the original bridge was donated to the State for a public highway bridge. At a cost of \$100,000 the State converted it to accommodate vehicular traffic; the alteration being finished in November 1919. For the next four years a toll was charged but collection of this fee was discontinued January 1, 1924. The bridge revenues had averaged \$7,000 a month. Use of this structure had

largely superseded the more ancient transportation by ferries. The last of the ferry-boats, not yet forgotten, was the familiar "Mohican" sold in 1929 and later used on the Newport-Jamestown run.

By 1927, forward-looking citizens residing in the New London-Groton region of the State began asking for a more adequate thoroughfare for highway traffic over the river estuary. Continuously for the next ten years they pointed out the delays that were costly and the congestion which was dangerous. Finally in 1937, the General Assembly directed the State Highway Commissioner to investigate the needs, determine a preferred location, advise the type of structure suitable, and report findings to the next Legislature.

In 1939 the General Assembly created the Groton-New London Bridge Commission and provided for building a toll bridge and demolishing the outgrown structure. The credit of the State of Connecticut stands behind the six million dollar bond issue authorized and which is to be retired by the year 1971. It may be liquidated by 1965 if sufficient funds accumulate from tolls. In this connection may be noted an interesting comparison between preliminary estimates and subsequent facts. Prior to construction it was forecast there could be expected a daily income from tolls of \$1,100 and that passage of an expected 4,250,000 vehicles yearly would pay for operations, interest, and provide for retirement of the bonds. The income from tolls has been averaging a hundred dollars a day more than was estimated. Traffic is at the rate of 4,700,000 vehicles a year.

Use of the bridge remained high during the war, in spite of tire, gasoline and car shortages, because of the extensive Navy, Coast Guard, and submarine building activities in the vicinity. However, toll traffic jumped 2,000 vehicles a day immediately after the surrender of Japan caused a loosening of controls on gas and tires.

The channel span of the Groton-New London bridge is 540 feet long. Clearance over the river is 135 feet at mean high water for a width of 200 feet. From one abutment to the other the bridge is 6,293 feet long. There are three types of construction used in the

building. Over the land girders are used in viaducts. There is both truss and cantilever construction over the water. Thirty-five reinforced concrete piers support the estuary span. On the bridge are two traffic lanes each twenty-four feet wide. They allow the proper flexibility for a maximum operation of ten toll lanes. There is in addition a four-foot wide sidewalk for pedestrian crossings.

Hartford Bridge Commission

THE Hartford Bridge Commission is known to practically all Connecticut and untold thousands outside the State, by the great span across the river, opened to traffic September 5, 1942. The Bulkeley Bridge, opened in 1908, proved of insufficient capacity in the early 1920's as automobile traffic mounted year by year. The need for a second, and higher, bridge always became acute during the flood seasons when the rising river covered the approaches to Bulkeley Bridge and effectively halted traffic between Hartford and East Hartford. In 1929 the General Assembly authorized the Governor to appoint a five-man commission to study the situation. Reporting to the Governor and General Assembly in January, 1931, this Commission recommended a second bridge and designated a site. Bids were obtained but, as the depression was at its height, the State abandoned immediate action and no appropriation was made. However, the 1931 session of the General Assembly provided for a new Commission instructed to purchase land and proceed with construction. An appropriation of \$150,000 was set up. The plans and recommendations of this Board met with insufficient public support so they were abandoned.

Finally, in 1939, the General Assembly established the present Hartford Bridge Commission authorized to take over the project, employ consultants, and proceed in conjunction with the State High-

way Department. Upon agreement of all authorities concerned, the site was selected, the Bridge Commission then issued serial bonds, and received from the sale thereof \$4,407,503.61. These bonds are to be liquidated in thirty years, or 1971. According to the Statutes, the State Highway Department, cooperating with the Commission, served as engineering and construction consultants and supervisors. The bridge was put into service in the midst of the War and at a time when parts of the approach system could not be completed because of shortage of both labor and some materials.

The structure is a high-level, fixed-type bridge of plate girder construction, 3,204 feet long. With its own immediate approach it is 6,949 feet in length and gives eighty-five feet clear above the low water mark of the river. It has a capacity of 5,000 cars an hour. The bridge tolls being collected will continue until funds are available to retire the balance of the serial bonds. The Bridge Commission of five members, is appointed by the Governor, serves without compensation, and has offices on the toll plaza at the East Hartford end of the new bridge.

Integrated with the bridge and approach project, the State and City of Hartford have developed and built a highway approach network. This network runs from Route No. 5 in Wethersfield on the south, to Windsor in the north, and to Bushnell Park, Hartford, on the west. The Wilbur Cross Highway, a new trunk line running to the northeast toward Boston, will have its southern terminus at the bridge in East Hartford.

Old Lyme-Old Saybrook Bridge Commission

IF certain conditions can be met, the Old Lyme-Old Saybrook Bridge Commission is to have supervision of the erection of a new bridge over the Connecticut River on United States Route No. 1. The General Assembly of 1945 created the Commission to determine



GROTON-NEW LONDON BRIDGE

NEW LONDON



MODERN PLANNING

MERRITT PARKWAY



CHARTER OAK BRIDGE

HARTFORD



MERRITT PARKWAY

NEAR STRATFORD



TRUMBULL FIELD

GROTON AIRPORT



AIR MEET

BRISTOL AIRPORT



BRADLEY FIELD

WINDSOR LOCKS

whether the cost of such a bridge could be met by toll charges. If the Commission is advised by engineers and traffic experts that fees and tolls will cover the expenditures involved, the Commission is authorized to proceed with the project. It is to work with the State Highway Commissioner on designs and specifications, and subject to the Highway Commissioner's approval, construct the bridge.

The State Highway Department maintains on U. S. Route No. 1 an old low level draw span which connects Old Lyme and Old Saybrook. In recent years it has been a highway traffic bottleneck; and the opening of the draw is, too often, delayed by vehicular traffic to the inconvenience or danger of water-borne traffic. The Legislature directs that the old bridge be demolished if a new one is completed, provided the War and Navy Departments have no objection. It is provided the Highway Commissioner may seek and receive grants in aid, or other benefits, from the Federal government toward construction of a new bridge at this point.

Commissioners of Steamship Terminals

THE Commissioners of Steamship Terminals administer the State properties comprising what is popularly known as "The State Pier" at New London. The State of Connecticut, acting through the Commissioners, actually does not operate this steamship terminal, which is a public service enterprise. The business management of the State Pier properties is handled by means of a lease agreement with the Connecticut Terminal Company. The present lease arrangement went into effect in 1933. At that time all the assets of the Connecticut Terminal Company were transferred to the State giving it ownership of all property in and around the pier. The agreement sets the salaries of the officers of the company and provides a \$24,000 a year rental payment to the State. Of the gross profits from operation of the pier, the State receives eighty per cent and the lessee twenty

per cent. The General Manager of the operating company also is the Engineer-Secretary of the Commissioners of Steamship Terminals. He is the only paid employee of the Commission. Three men are employed in the offices at the State Pier and there are eighteen key men employed in operation of the property. Stevedores, naturally, work chiefly when ships are being served at the terminal, and they are paid \$1.25 an hour.

The present Board of Commissioners, created by act of the General Assembly in 1939, took over administration of the State Pier as successor to the Commission on Rivers, Harbors and Bridges. This latter Commission, created by the Legislature in 1911, built the pier at a cost of \$1,082,072. From its completion until December, 1919, the Commission on Rivers, Harbors and Bridges operated the property. On that date an agreement was made whereby operation was taken over by the General Navigation Company of New York. It was felt that a private corporation, experienced in marine business, might increase the State's income. The General Navigation Company of New York ran the business of the State Pier for the Commission until May, 1926. At that time the company reorganized as the Connecticut Terminal Company, the agreement between it and the State being substantially the same as with its predecessor. This agreement, as stated, was altered to its present form in 1933.

From the date of the first lease in 1919 through June 30, 1944, there accrued to the State Pier Fund, \$753,965 and \$506,481 expended, leaving a cash balance of \$247,484. The financial history of this project indicates that the first year's operation showed a deficit of more than \$23,000. This loss was not wiped out until 1927 when the fund showed a profit of more than \$2,000. For the next five years margins were small. After 1931 the cash balance at the close of each year rose steadily except for a drop in 1937.

State Park and Forest Commission

THE State Park and Forest Commission has general direction and supervision of State-owned parks and forests. It regulates all activities on such properties, employs much labor, sells services, collects certain rentals, disposes of some products, and may enter into purchase agreements for new land acquisitions. The Commission was established by act of the General Assembly in 1921. Prior to that time, the parks and forests were under separate jurisdictions. There are fifty-four State parks with a total area of 15,334 acres, and twenty-five State forests covering a total of 116,719 acres. During 1940-1941, the forests were used by 254,000 people. At the same time it was conservatively estimated that 2,500,000 persons were enjoying the State parks annually.

The money valuation of the forest properties is set at \$2,200,000 and that of the parks at \$3,500,000. However, the returns on these investments lie chiefly in the health and happiness of Connecticut people which are factors of immeasurable worth. To administer these huge holdings, to maintain and improve them, is an immense undertaking. To carry on this task during the year ending June 30, 1945, the Commission expended from the General Fund of the State a total of \$351,586. As Connecticut becomes more densely populated and new mechanisms give people more leisure time, it is expected the parks and forests will become of ever increasing importance in the life of the State.

The Commission functions through three divisions. One is administrative; a second handles all matters related to parks; the third controls the forests and forest fire-fighting. The center of all these activities is in the Commission's rooms in the State Office Building.

The Governor names the Commissioners with the advice and consent of the Senate, to serve six-year terms. There are six appointed members with whom the Forester of the Connecticut Agricultural Experiment Station sits *ex officio*. The Commission appoints an ad-

ministrative Director, a general Superintendent of parks, and a State Forester to manage woodlands and to be the State Forest-Fire Warden. He also supervises the work of local tree wardens and acts in their name in carrying out specific statutory directives.

Connecticut did not embark upon the acquisition of forests originally to furnish recreation grounds for its citizens. That was a second thought which was some years behind a strictly utilitarian purpose. The original idea was acquisition of land for reforestation and timber production, and to redeem land laid waste by indiscriminate cutting down of forests. The Director of the Experiment Station at New Haven and the Yale Forestry School had been studying the potentialities of timber raising on denuded areas. This culminated in 1901 in employment of a forester by the Experiment Station to advise those owning such land, as well as owners of forests, on scientific planting and tree care. Experiments went forward. In 1903 the General Assembly made the Station's Forester also the official State Forester. In addition it provided for the purchase of lands for State forests to be used as demonstration areas.

It turned out to be a good thing that the basis of the State forest system should have a purely economic justification. Long ago it became apparent to all interested that the commonly owned woodlands already are an asset adding to the material wealth of the State. This value will increase with the years. That they also serve the public welfare as sources of pleasure and recreation, and that they have become forest preserves for the conservation of wild life, are added benefits. Many now think these purposes are even more important than the one which is purely economic.

The State park system had a different origin. Before the dawn of the twentieth century such parks as the State-owned were acquired to preserve historical sites or to beautify public buildings. But in the new century, people in a number of the more populous states, including Connecticut, began to call for publicly owned lands designed

specifically for recreations such as picnicking, camping, salt water bathing, fishing, and the enjoyment of scenic beauties. Particularly the urban dwellers had a growing sense that they were getting shut in. They wanted "open spaces" preserved for the common use. A bill having some such significance, calling for a commission to acquire options on land along the more picturesque reaches of the Connecticut River, failed of passage in the 1909 session of the General Assembly. But the idea persisted. In the 1913 legislative session, the State Park Commission was created. Twenty thousand dollars was appropriated for purchase of park lands and five thousand for the Commission's expenses. This was the opening move in what has become an immense State enterprise in furnishing places for recreation and the advancement of public health.

The State forestry work began as an adjunct of the Experiment Station. In the fiscal year 1902-1903 the first purchase was made when Meshomasic Forest was started by acquisition of 627 acres of woodland. In the years since then, citizens of the State have donated a total of 12,124 acres to the growing Connecticut preserves. More and more of the lands acquired are being opened to hunting and fishing. Recent purchases have been made along important trout streams. Picnic facilities constantly are expanded and improved; also camping sites and trails for hiking.

The forests produce material wealth. In the two years preceding June 30, 1944, State-owned kilns turned out 53,000 bushels of charcoal, chiefly for war industries. There were cut 1,800 cords of fuel wood and 22,004 feet of logs. State-owned saw mills in the winter of 1942-1943 produced 242,000 board feet of lumber, which was sold for \$7,000.

When the Park and Forest Commission took over general control, the Legislature also modernized the forest-fire laws. The State Forester, in his capacity as Forest-Fire Warden, now heads an elaborate organization of wardens to prevent and to fight brush and woodland fires. This well-knit organization has been supplied with

much equipment of the best kinds. It includes pump packs, portable pumps, hose, and two powerful fire trucks particularly designed for woodland fire fighting. There are nineteen fire lookout stations on high points of land and more are to be erected. The radio network through which alarms are spread is to be expanded. All the fire fighters have had extensive training. The average cost of this undertaking is \$100,000 a year. It is cheap protection. Records show that since 1921, while the number of fires has increased, the area burned per fire has been cut from an average of seventy-nine acres to less than five acres.

Some of the most famous of the State Parks are Hammonasset Beach, increasingly-popular Sherwood Island, Rocky Neck Beach, Indian Well, and the Gillette Castle and grounds in East Haddam. There are forty-nine others, each one having its own particular attractiveness.

Fort Griswold and Groton Monument Commission

HISTORY, the record of our glories and our shames, hovers over the town of Groton. There on the eastern bank where the Thames River goes down to sea is the relic of an ancient earthen fort. During World War II, Connecticut leased this site to the Federal government. The War Department established there a coast artillery anti-aircraft defense unit. Nearby a granite obelisk commemorates the battle on September 6, 1781, in which the traitorous Benedict Arnold of New Haven led Major Montgomery's British forces in the capture of Fort Griswold. One hundred and fifty Colonials gallantly defended the battlement on Groton Heights. Overwhelmed at last, their leader, Colonel William Ledyard, surrendered his garrison only to be butchered with some of his men by the troops under Arnold's command. The deeds of British Major Montgomery are inscribed on a monument over his grave close by.

Early in the 19th century, the General Assembly chartered the Groton Monument Association. The 150-foot shaft marking the battlefield was dedicated in 1830. Apparently the land belonged to the Colony and the State until 1842 when the Legislature ceded it to the United States. Army engineers then built a new Fort Griswold which was in operation until after the Spanish-American War. Thus the ancient place has been a military installation in four wars.

In 1903 the site was turned back to State ownership, at which time the General Assembly created the Fort Griswold Tract Commission. Finally, in 1931, it combined the two existing Boards under the title, Fort Griswold Tract and Groton Monument Commission. This consists of seven members appointed by the Governor. It now costs the State about \$2,000 a year from the General Fund to maintain this memorial.

Israel Putnam Memorial Camp Ground Commission

TODAY the ancient Israel Putnam rendezvous, where Connecticut and New Hampshire revolutionists spent one of the most desperate winters in colonial history, is a State reservation of 203 acres. It has been called "the Valley Forge of New England" where remains of company streets and remnants of chimneys of the former barracks still are to be seen.

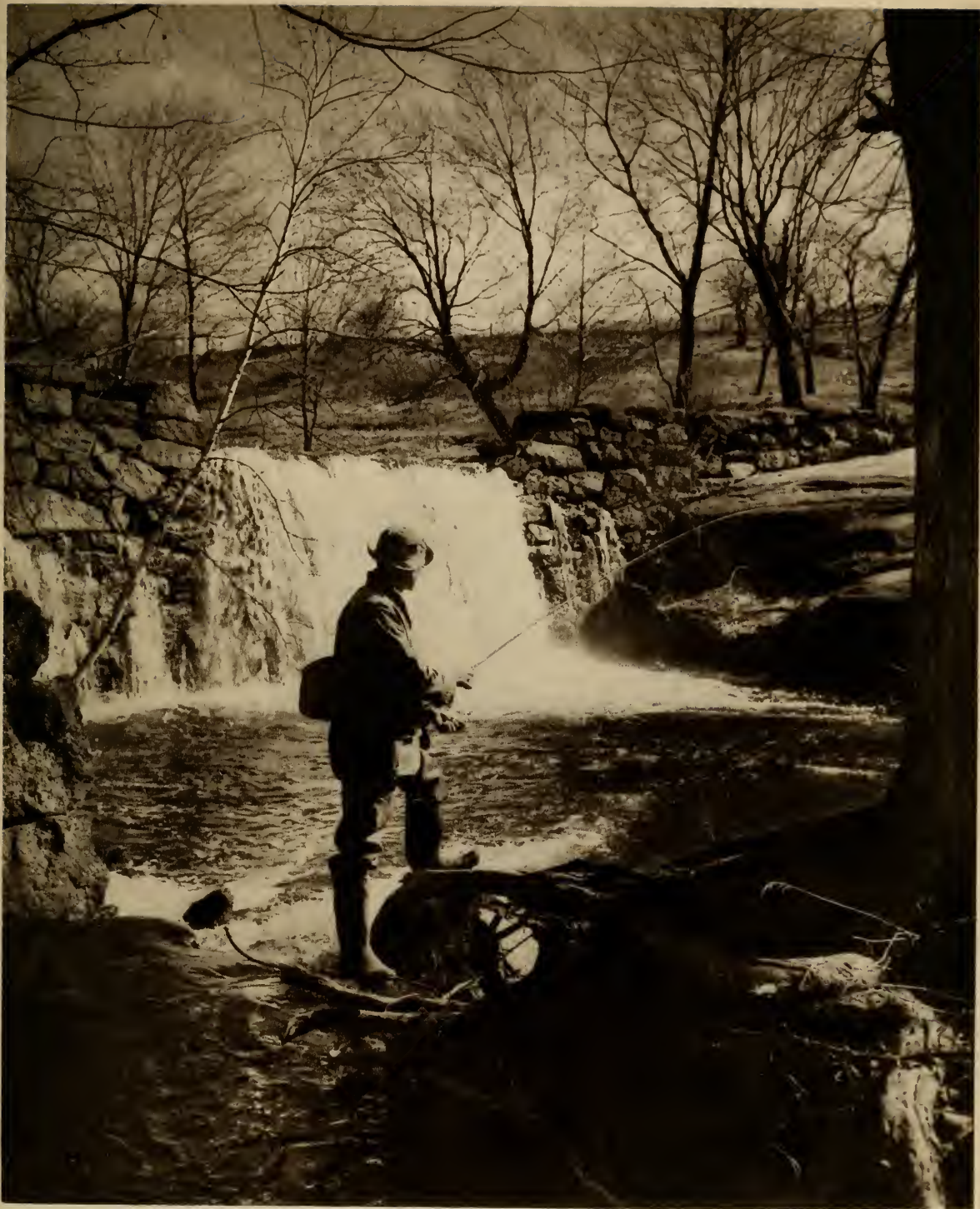
During the Revolutionary War a considerable detachment of the Continental Army was encamped in the winter of 1778-1779 on this section of land which is in both the towns of Bethel and Redding. The troops were under command of a Connecticut farmer, Major General Israel Putnam. Their objective was to prevent British forces from raiding Westchester County of New York State and western Connecticut. It was the British purpose to cut General Washington's supply lines from New England by these raiding operations.

On the grounds, which have been left in their natural state, is a stone building housing the Colonial Museum. It contains many relics of the days of the Revolution. There is a lake on the reservation, also an interesting hide-out called Phillips Cave, and ample, attractive facilities for picnic parties. This property is under the supervision of the Israel Putnam Memorial Camp Ground Commission, a board of seven persons appointed by the Governor. The State expends approximately \$10,000 a year from its General Fund for the maintenance of the historic park.

Trustees of the Henry Whitfield House

CONNECTICUT is a picturesque state and one of its most charming show places is the oldest stone dwelling in the United States. In 1639 this home was built by the Rev. Henry Whitfield in the wilderness that is now the town of Guilford. He had arrived from England with a company of 200 parishioners who wished to found an independent settlement in the new world. Native rock, quarried nearby, formed the walls which are two feet thick. This was bound by mortar made of yellow clay and pulverized oyster shells. The timbers were oak and the interior trim pine and maple. The largest of the huge fireplaces is more than ten feet wide, and is a focal point of interest today as it was a center of warmth and family life in the past.

Today, after restoration, this finely proportioned old house reminiscent of the English dwellings in Surrey and Kent, is owned by the State of Connecticut and is known as the Henry Whitfield State Historical Museum. It is maintained by a Board of Trustees whose members are appointed by the Governor for indefinite terms. Here is gathered much of historical significance from the colonial period and also many items illustrating the growth of handicrafts and arts among the people of the State. The cost of upkeep is somewhat less than \$3,000 a year.



TROUT FISHING

A GOOD SPOT



BRIDGE MAINTENANCE

STATE HIGHWAY DEPARTMENT



BRIDGE CONSTRUCTION

STATE HIGHWAY DEPARTMENT



ROAD BUILDING

STATE HIGHWAY DEPARTMENT



HENRY WHITFIELD HOUSE

GUILFORD

Commission on Sculpture

THE Commission on Sculpture focuses its attention upon proposed decorations, statuary, or memorials which might be added to State-owned public buildings or grounds. It may offer advice regarding sculpture in the State Capitol or on the grounds, but only by authority of the General Assembly, may any changes or additions be made to any statuary or other sculpture upon State property. The Commission is empowered, by the act under which it was created in 1887, to accept and execute trusts established for procuring, erecting or maintaining any memorial on either State or municipal property. At present it is trustee under the will of Ella Burr McManus of a fund for a memorial to her father, Alfred E. Burr. The Commission consists of six members appointed by the General Assembly, for terms of six years, and no compensation is provided. For some time no funds have been appropriated by the Legislature for the work of this Commission.

State Highway Department

THE Highway Department is the State's biggest business enterprise. It has built, and it maintains a huge system of highways and bridges which must be constantly in operation and safe condition. Since its inception, this agency has expended \$406,504,568 of the people's money. The operating cost of the myriad undertakings this expenditure represents has been \$17,384,190, or 4.27 per cent of the total payments. It will be recognized that this is an administrative achievement which compares favorably with similar operations in private business. The figures given are as of June 30, 1945. On that date the Department's inventory value of equipment stood at \$2,726,776 and 1,799 persons were in its employ. When operations curtailed by war conditions are resumed, it has approved positions requiring employment of a total of 2,673.

The Highway Department has provided the people of Connecticut with a network of 2,907 miles of first class roads. It has built in addition 1,947 miles of town roads by contract; and it maintains 4,500 miles of such roads under the provisions of the town aid acts. These figures, correct as of the foregoing date, do not include the total number of miles rebuilt, or built, as stretches of original highways have been abandoned or reconstructed.

It was not until July 1, 1895, that Connecticut created a State agency to handle the business just outlined. This is a striking commentary on the change in the way of living which has come about in Connecticut in the last fifty years. The State's highway work began under a three-man commission. Two years later, in 1901, the General Assembly put the responsibility of direction under a single commissioner, as it has remained ever since.

Since 1897 there have been but four successive Commissioners and this fact has been responsible, in considerable part, for the stability of policy and procedure which the Department has enjoyed. From its inception through 1930, the work grew steadily and toward the end of that period surpassed the ability of the early organization to stand up under the responsibilities imposed. Therefore, in 1932, a complete reorganization was put into effect so that today there is a well-ordered unit comprising eight bureaus: Administrative, Engineering and Construction, Maintenance, Boundary and Right of Way, Roadside Improvement, State and Town Aid, Planning, and Materials Engineering. The divisional titles give only a partial hint at the manifold activities carried on by the agency. Plowing snow and sanding ice, also the sanding and oiling of roads are operations the public notices particularly, but people are not too familiar with the amount of preliminary study and engineering required to build safety into the great traffic arteries. One feature is to locate and erect directional and warning signs and devices; another is concerned with studying accident data in order to guard against and,

if necessary, correct any contributing factors which different construction might effect.

Roads, however successfully built, eventually require rebuilding. As most persons recognize, this results chiefly in a complete change of a given stretch of road to a higher type of construction. Steady growth of traffic, heavier traffic and more of it, has made this almost axiomatic. But the Department's maintenance crews very frequently change the character of roads. They alter the now old-fashioned high crowns to modern highways with an easier crown and a safer surface. Such alterations go on where roads, as previously constructed, still have many years of life in them, due to lighter usage.

The Landscaping Division of the Highway Department plants trees and shrubs, maintains grass along the roadsides, lays out picnic areas, and performs related tasks. It is pleasant to drive along clean, well-ordered highways. It contributes to safety that those stopping for picnic lunches have areas well off the right of way in which to stop. It is necessary that such places be sufficiently well ordered to make their use inviting. But the reasoning behind such activities is, of course, not all aesthetic. Not everyone stops to consider that a well-planted slope of ground does not wash down to add to the expense of maintenance. Cutting of grass along the roadsides reduces the possibility of fires caused by cigarettes or matches carelessly thrown from cars. Cleaning out the undergrowth and shrubbery around curves or intersections opens up sight lines. Planting shrubs in the center strip of parkways helps cut down headlight glare. Picnic areas are a safety device as well as a public convenience appreciated by the motoring public.

Each of the 169 Connecticut towns has direct contact with the State Highway Department through its local officials. There are many problems and responsibilities in conjunction with the State and town aid programs which embrace either building or maintenance, and planning for future growth and development is sure to come

into the arrangements. The town road act program got under way in 1931-1932. From then until June 30, 1945, the State expended \$39,660,000 on building and upkeep of town roads and all the engineering which such activity required.

Phenomenal growth—rapid expansion—are typically American and yet they always excite interest. For the first fiscal year the Highway Department expenditure was \$1,984. In the year 1909-1910 the million dollars a year expenditure mark was passed. By 1924-1925 the cost of roads began to exceed \$10,000,000 yearly. Payments went over \$20,000,000 in 1936-1937. The high point was reached in 1942 when the Department laid out \$25,400,000 for highways and maintenance. Thereafter the effects of the second World War put a halt to such road work as was not absolutely essential for preserving the investment made in roads or meeting special war-time requirements.

From the start through June 30, 1945, the Highway Department has had available for expenditure \$423,500,000, of which on the latter date, \$17,000,000 remained unexpended. Considering the immense volume of work and materials which have gone into State highways the expense does not surprise the citizen. In round figures \$44,384,000 has been taken from the General Fund of the State. This was the source of the cash from 1895 to June 30, 1928. After the latter date the highway money has not come from the General Fund. From motor vehicle fees there has been derived \$157,482,000 and from the tax on gasoline \$136,147,000.

From 1916 on there began the State's participation in the program of Federal aid for roads. Connecticut has been reimbursed to the extent of \$27,852,000. Other amounts have been received from the proceeds of the sale of bonds such as were issued for the Merritt Parkway and the Middletown Bridge; also from toll collections, and from sale of bonds to build the two large bridges at Hartford and New London.

Perhaps a good many persons wonder about the amount of equipment required to carry on the Department's operations. This agency uses 785 trucks and cars. It owns 104 buildings and rents 124 others. Its motor vehicles travelled 8,148,761 miles in the year 1944-1945. Its chief engineering and administrative offices are in the State Office Building.

Merritt Parkway Commission

THE Merritt Parkway Commission was established by the General Assembly in 1931 to supervise expenditure of the funds for building the State's first superhighway, the money having been realized on a bond issue by Fairfield County. The Commission has been given certain continuing powers with regard to Merritt Parkway. It is responsible for beautification of the highway grounds and adjacent lands acquired by the State. It licenses concessions on these properties and recommends regulations for travel on this thoroughfare. The Legislature specifically directed the Commission to cooperate with the Highway Department and other State agencies. At the same time the Highway Department and the Park and Forest Commission were authorized to delegate to the Merritt Parkway Commission certain powers in connection with administration of the super-highway properties. The State Highway Commissioner is an ex officio member of the Merritt Parkway Commission, and if chosen by the Board, may serve as its Chairman or Secretary. Payment of the Parkway bonds, as they mature, is handled by the Highway Commissioner out of money appropriated to his Department from the Highway Fund of the State. The Commission is composed of six members in addition to the Highway Commissioner. These members are appointed for six-year terms, by the Governor, with the advice and consent of the Senate.

Highway Safety Commission

CONNECTICUT's Highway Safety Commission of twenty-one persons, appointed by the Governor, carries out an extensively organized campaign directed toward curtailing traffic hazards. It coordinates and assists all State, municipal and private agencies whose efforts are aimed at lessening the heavy toll of deaths and injuries on the roads. Connecticut won first place among eastern states in the 1945 national safety contest, and a citation in the national pedestrian protection contest, which indicates that the safety promotion project is achieving positive results.

Since 1943 the Commission has been directed by the General Assembly to study and work for greater safety in homes, schools, and on the farm. The initial and present activity of the Commission embraced the formation and maintenance of volunteer traffic safety organizations in the towns and cities. This has developed into the formation of a State Safety Association of large membership. The Highway Safety Commission has found its most effective field is education of the public. It is recognized by all State officials whose work touches highways and traffic that public education, law enforcement and engineering improvements are the keys to reduction of the appalling death and injury rate among motorists and pedestrians using the State's highways. Therefore, the Highway Safety Commission reaches the people by use of every avenue of publicity possible. It works directly through press, radio, the schools, all forms of advertising, signs, posters, exhibits, and public speaking. It also disseminates facts and educational propaganda through the 169 community safety committees.

The Highway Safety Commission works in close cooperation with the State Police and Motor Vehicle Departments, the Highway Department, and the State Board of Education. The Commission feels that keeping driver and pedestrian, the aged and the young, ever conscious of highway hazards lessens all kinds of mishaps. Its ex-

tensive activities are reported to the Governor biennially by the Commission.

The work with respect to farm, school and home safety has been vigorously pressed by an educational program in the schools and homes, in cooperation with the Grange, the College of Agriculture of the University of Connecticut, and similar organizations.

Highway safety will continue to be a deep concern of the State Government in the post-war years. Many road improvements were held in abeyance during the war, and not all post-war engineering projects can be set in motion at once. Traffic also seems likely to become heavier than in pre-war days as soon as cars are freely produced.

The financing of the expenses of the Highway Safety Commission with its attendant publication of literature and advertising in all forms, is chiefly from the State Highway Fund. For the year ending June 30, 1945, \$21,049.29 was expended from this source, and from the War Production Fund allocated to Connecticut by the National Safety Council \$3,946.83 was expended.

State Traffic Commission

THE State Traffic Commission is composed of the Commissioners of the Department of Highways, State Police, and Motor Vehicles. It is the overall authority on traffic regulation on all State Highways and bridges. There is no direct appropriation for its expenses. The cost of any activity is paid by whichever one of the three Departments concerned has performed the work agreed upon. The General Assembly long has wrestled with the problem of securing throughout the State, uniform traffic regulations and uniform mechanical signals, warning devices, signs and highway markings. In 1929 the Legislature passed the uniform traffic control act which set up local traffic authorities. In 1935 it created the State Traffic Commission. This

body seeks to obtain uniform application of regulations on State highways and, to a large degree, on all local roads as well. It standardizes and approves the mechanical devices and signs for regulating motor vehicle traffic. These mechanical guides the local authorities must use in accordance with the rules and regulations set forth by the State Traffic Commission.



Rallock



